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ABSTRACT

A collaboration between Pakistan's Academy of Educational Planning and Management (AEPAM) and the Harvard Institute for International Development under the Basic Research and Implementation in Developing Education Systems (BRIDGES) led to a conference to present findings carried out by Pakistani researchers as well as BRIDGES consultants. The conference objectives were to analyze the following issues: (1) past policy approaches introduced at the primary level in Pakistan and their outcomes; (2) female education in rural areas with special reference to female access to education and the supply of female teachers and their problems; (3) the feasibility of introducing compulsory primary schooling in Pakistan; and (4) topics such as a staggered school time table, classroom management, and relationship between school and community. Recommendations for the development of national policy on primary education are also reported. An introduction is followed by a summary of the 12 papers, reports from 3 work groups, charts that show the organizational structure of 5 different provinces, a list of the participants, the conference schedule, and the complete text of the papers. Appended are seven tables or lists that provide background information about education in Pakistan. (MLF)

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**BRIDGES-PAKISTAN NATIONAL CONFERENCE
ON
POLICY OPTIONS
FOR
BETTER EDUCATION OUTCOME
AT
PRIMARY LEVEL : REPORT**

**COMPILED BY
MIRZA TAUHIDUDDIN AHMAD**

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(AEPAM/BRIDGES WORKSHOP/SEMINAR NO. 108)

BRIDGES-PAKISTAN NATIONAL CONFERENCE
ON
POLICY OPTIONS FOR BETTER
EDUCATION OUTCOME AT
PRIMARY LEVEL
-: REPORT :-

(Islamabad : July 18 - 20, 1989)

COMPILED BY
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PREFACE

Education has all along been the major source of concern for successive governments in Pakistan. This concern was quite genuine because the progress of a country or a nation depends on the quality of its people. Primary education being the foundation of education system has been of vital importance but unfortunately this sector did not get the attention or the desired resources it deserved. Though the country gained independence in 1947, yet after almost four decades or so it has a literacy rate of 26 percent, the participation rate at the primary level is around 60 percent and most astonishingly it has a dropout rate of the same magnitude. Universalization of primary education and the promotion of literacy in the country is still agitating the minds of educational planners, administrators and decision-makers in Pakistan.

The Academy of Educational Planning and Management which is an autonomous body of the Ministry of Education was established in 1982. The major role of this organization is to impart training and to conduct research in the field of educational planning and management. This institution entered into collaborative arrangements with several international organizations like UNESCO, UNICEF, Colombo Plan Staff College, Asian Development Bank, CIDA, USAID and EDI of the World Bank etc. Since the primary education has been the major source of concern for the Government of Pakistan and the International Agencies, the Academy entered into an agreement with the Harvard Institute for International Development (HIID), U.S.A. under the Basic Research and Implementation in Developing Education Systems (BRIDGES) Project in 1987. This collaborative arrangement was intended to design strategies that would:

- increase children access to schooling,
- reduce the frequency of early leaving and grade repetition,
- improve the amount and quality of what is learned in school,
- optimize the use of fiscal and educational resources; and
- analyse educational needs and improve the accuracy of educational statistics and projections.

BRIDGES-Pakistan National Conference on Policy Options for Better Education outcomes for Primary Education was organized by the Academy of Educational Planning and Management in collaboration with Harvard Institute for International Development under the BRIDGES Project in July 18-20, 1989. The main purpose of this Conference was to present findings of research studies carried out by Pakistani authors as well as BRIDGES Consultants with special reference to Policy Options for Better Education Outcome at provincial level. Pakistani educationists were assigned certain topics on which they had to contribute their papers and present them in the Conference attended by senior educationists from the provinces, federal area and the state of AJK. The participants of this Conference made a number of useful recommendations in their group work.

I am grateful to the BRIDGES Consultants namely Dr. Noel F. McGinn, Director BRIDGES Project, Dr. Donald P. Warwick, Country Coordinator and Dr. Fernando Reimers from Harvard Graduate School of Education, U.S.A. and other eminent educationists from Pakistan for their valuable contribution in guiding the deliberations of the Conference will hopefully provide alternatives for resolving and overcoming the Universalization of Primary Education in Pakistan.

(DR. ABDUL GHAFOR)
Director General

1 EXECUTIVE SUMMARY

Mr Niaz A. Elfan in his paper "The Uses and Limits of Compulsory Primary Education" has stated that compulsory primary education through legislation has sometimes been resorted to in the past. In Pakistan and elsewhere, as a strategy for universalisation of primary education it could not achieve the targets it was intended to achieve. With the passage of time, the zeal and enthusiasm of the powers for its enforcement cooled down. No body worrying over its violation making the legislation a dead document. In his paper he has concluded that 'it will be an exercise in futility if we enforce compulsory primary education now when the major part of the 5-9 years age group population is still out of the school mainly due to the non-availability of sufficient number of primary schools particularly for the female children in Rural Areas, nor have we provided the alternative system in the form of mosque and mohallah schools in sufficient number" His conclusion lends support to UNESCO's three pre-requisites of universalization of primary education, i.e. universal provision, universal enrolment, and universal retention.

Mr Ali Mohammad Mahar and Dr Sarfraz Khawaja in their paper "Cluster School Accommodation for Female Primary Teachers in Rural Areas of Pakistan", have stated that because of the shortage of teachers in rural areas, the urban areas will continue to supply qualified teachers. In this context they have undertaken a limited study to explore the possibility of cluster school accommodation for solving the housing problem of lady teachers serving in rural areas. The study is restricted to Balochistan and Sindh. It is based on responses of 19 lady teachers who belonged to urban areas; as well as interviews with the Director, Deputy Director, D.E.O. (Girls) Quetta, the Additional Directress (Women) Directorate of School Education, Sukkar Region, Sind Province, 6 District Education Officers (G.rls) of 2 Districts of Sukkar Region. It has been concluded that urban lady teachers working in the rural schools preferred to sacrifice any amount of time and money to living at the places of their duty. The study suggests that the most advisable and economical step with fair chance of success, was to provide transport facility, instead of trying the new experiment with unpredicted consequences.

Mrs. Razia Shah and Mr M. Akram Khawaja conducted a study on Staggered School Time Table and Vacation Schedule; (a) to see whether the existing time table and vacation affect the retention and drop-out rate; (b) to assess how much time is devoted to actual teaching by the teacher; (c) to find out whether the attendance of the students declined during the sowing and harvesting months of the main crops; and (d) to obtain views and suggestions regarding implementation of staggered time table and vacations from the teachers and supervisory personnel. Mrs. Razia Shah has reported her findings about the Province of Sind; whereas Mr Akram Khawaja has reported his findings about the Province of Punjab. According to Mrs. Shah, the primary schools in Sind function for five hours daily with half an hour break. 3 1/2 hours are devoted to actual teaching. She has provided participation rates in eight districts of Sind which are as under:-

1.	Thatta	30.46 Percent
2.	Tharparkar	32.13 Percent
3.	Sanghar	41.56 Percent
4.	Dadu	42.17 Percent
5.	Nawabshah	39.52 Percent
6.	Khairpur	43.43 Percent
7.	Sukkar	44.24 Percent
8.	Jackobabad	29.35 Percent

She has suggested adjustment of time table to suit the local conditions; shortening of the summer vacations so as to suit the sowing and harvesting seasons of main crops; improved service conditions for rural teachers; increasing school timings from 5 hours to 8 hours with 2 hours lunch break; extended duration of PTC training.

Mr Khawaja has worked out the actual working days of schools. According to him the schools operate for 156 days. He says that the data collected from the official attendance records of schools do not support the generally held view that the present vacation schedule causes absenteeism and high dropout rate.

Mrs. Huma Nauman contributed a paper on "Female Education in Rural Areas" She has discussed the deplorable situation of education in the country with special emphasis on female teachers. The writer's contention is that the problem of the availability of the female rural teacher finds its origin not in the personnel administration but in the much broader economic, social and cultural conditions of the Pakistani society particularly in the rural setting. She has suggested that 50% of the annual educational budget should be allocated to female education; 40% of the educational expenditure should be for primary education; and 4% of GNP should be spent on education; graded hardship allowance for rural teachers; relaxation of service structure for female teachers; decentralisation with greater financial powers; creation of a post of Director (Female); and streamlining of supervision system.

Prof. M. Afzal, Dr. Asif Iqbal, and Dr. R.A. Farooq contributed a joint paper titled "Decentralisation of Teacher Training in Pakistan" The authors have indicated the level of expenditure incurred on teacher education under various Five Year Plans:-

Plan - I	Rs. 4.900 million
Plan - II	Rs. 17.400 million
Plan - III	Rs. 15.050 million
Non-Plan period	Rs. 114.010 million
Plan - V	Rs. 290.300 million
Plan - IV	Rs. 131.837 million

The authors have advocated enhancement of funds as decentralisation will mean expansion of the present programmes and also institution of new projects. According to the authors, the existing output of the training institutions is 1,08,750; AIU 50,000 and Field Based Training Programme is 400. Thus the total output capacity estimated by them is 1,59,150 against the estimated requirement of 1,00,000 PTC teachers for the next five years. There does not appear to be need for decentralisation as far as the pre-service training is concerned. According to the authors the In-service area is deficient as the existing institutions can cater to only 27% of the total strength and hence the necessity of supplementing these facilities. The authors have also made certain calculations about the overall financial requirements. They have stated that "The cost of in-service training per teacher is Rs. 846. If 1/5th of the total primary teachers (1,86,260) are to be trained in a year, allocation of Rs. 3,15,15,192 would be required. Hence enhancement of budget allocation for the institutions is suggested but better planning for the optimum utilisation of these institutions is also made

Dr. Nuzhat Parveen Chaudhry and Dr. Attaullah Chaudhry contributed a joint paper on "Monetary Incentives for Rural Female Students in Pakistan" The study is based on randomly selected 10 districts of the country. In each district four rural communities were randomly

selected. two communities having fewer than 100 households; and two communities having 175-225 households. The objectives of the study were to find out whether it is necessary to provide some kind of incentives to increase the enrolment of rural female students in all the four provinces. Following were the summarised findings:-

- 1) Incentives in the form of monetary as well as non-monetary are essential to increase the enrolment in rural areas;
- 2) Parents do not send their girls to school because of direct costs of schooling;
- 3) Girls going to boys schools and mosque schools if there was no girl school in the community;
- 4) People do not withdraw their daughters from school early because of the opportunity cost but because of the age factor or because the schools is not located nearby.

They have suggested launching of a nationwide campaign for the promotion of education; establishment of schools on the demands of the community; incentives in the form of scholarships; books; etc. to poor families no uniform; mobile audio-visual teams for remote areas; institution of awards for those girls having passed 5th grade; recognition of services of teachers.

Dr Abdul Ghafoor contributed a paper on "Financial Powers of Local Bodies in Raising Local Taxes in Relation to Generation of Resources for Education" He identified four distinct phases of local government policy development i.e. 1947-58 in which the pre-independence system of local government continued; the second phase of 1959-72 began with the introduction of Basic Democracies in 1959; the third phase of 1972-79 witnessed the emergence of Integrated Rural Development Programme; and the 1979 onward phase of revival of local councils. The author has mentioned the financial powers of these councils which have not been fully exercised. The sources of income of these councils do not allow them to generate adequate resources for social development including education. With the parallel system of administration dominated by the age old bureaucratic set up, the local councils could not effectively play their role. In such a setting it is inconceivable to expect the local councils to generate their own revenues for meeting the total or partial cost of educational development.

Dr Ghulam Farid Malik contributed a research paper on "Generating Additional Resources for Financing Primary Education in Pakistan" The author analysed the existing system of primary education providing perspective for the generation of additional resources for education. According to him 40% children do not have access to primary education; about 29,000 schools have no buildings; 16,000 primary schools have only one class room for five classes. The quality of teachers and instructional materials is far from satisfactory. Teaching aids library books and recreational facilities for the children are almost non-existent in the schools. Overall public expenditure on education has been very low. It has varied from 0.88% of GNP in the First Five Year Plan to 2.04% of GNP in the Sixth Plan (against UNESCO's recommendation of 4.0% of GNP for developing countries at Pakistan's level of development). The author has highlighted the issue of financial equity in school education. The author has stated that "the sub-sector of rural primary education has no organised pressure groups, does not have efficient project formulation and implementation machinery, and its projects are difficult to implement under the existing centralised administrative system due to remote and scattered location of the school

sites" The author has also discussed the problem of finding funds by the provincial governments for recurring expenditures. He has carried out an exercise on long term financial requirements of primary education i.e. by the year 2002. For the physical infrastructure, he has estimated 50 billion rupees; and for recurring expenditure Rs. 15 billion per annum during the year 2000 and 2001. According to him, Rs. 148 billion will be required for meeting the recurring expenditure on primary education during 1987-2002.

Generation of additional resources for primary education will require increase in overall allocation of education raising it from existing level of 2% to 4.5% of the GNP extension of Iqra Surcharges; levying user charges; diversion of government sub-sidies from prestigious institutions like Cadet College and Model Schools to general basic education; providing incentives for the private sector; generation of local community resources; levying local education access; obligatory provision of schooling facilities in all urban housing schemes. For generation and optimal utilisation of financial resources necessary structural changes have to be made. This may involve among others devolution of educational responsibility and authority at least to the district level; and devising system for generation of local resources for basic education at the local community and district level to supplement the existing provincial and federal resources, that should also be enhanced.

Professor Razia Abbas presented a paper on Making the School into a Community Centre. She said that it is necessary that in order to have good relationship and effective coordination the following principles be followed:

1. The objectives of a school and community are the same. The community should be made aware of its importance.
2. The foundation of this relationship should be based on mutual well being and good will.
3. The school should induce those activities which promote mutual activity.
4. Child's experience gained from environmental life should be taken care of fully curing teaching.
5. The curriculum of the school should be made in a way that it satisfies the needs and objectives of society completely and adequately. It gives knowledge about rural and urban needs and problems and prepare the children to take full responsibility of the welfare of the community.
6. The linkage of school and community should start from the school. The teachers should initiate the relationship towards parents. This can be achieved through different sources such as the parents day and award distribution ceremonies etc.
7. Instead of presenting complicated social aspects of our daily life. The students should be given the picture of easy and straight forward schools atmosphere.
8. The students should be told the good aspects of the community and also they should be made aware of the supreme qualities of an exemplary character.
9. The students should be reserved from contradicting theories, degenerated social conditions, differences in motivation, cast, language,

religious, political and social groupings, mental and physical degeneration resulting from old traditions, wrong customs and useless rituals

- 10 Children should have a chance of practical experiment in the social atmosphere. They should be taught civic rights and responsibility according to their age and abilities.

1.1 Recommendations:

The participants made the following recommendations in their group reports. In addition, more recommendations can also be seen in the summary of papers presented by various learned researchers.

- 1 Access to education be made available to children by opening more schools at the nearest distance not more than 1 K.M.
- 2 Shelterless schools be provided accommodation. Unsuitable school building be provided additional accommodation and physical facilities for increasing number of children who are seeking admission.
- 3 Text books be provided to school children free of cost.
- 4 School timings be made flexible in accordance with local requirements.
- 5 As far as possible local teachers be appointed.
- 6 Relaxation in appointment rules for age and qualification be made in case teachers of requisite qualifications are not available.
- 7 Community participation and involvement be ensured through constituting Village Education Committee for 100% enrollment of 5-9 years age group.
- 8 Incentives in the form of stipend, badges, and prizes to children, appreciation letters, cash awards to teachers and Village Community Members which are able to achieve the targets be given.
- 9 Education upto primary level be made compulsory through legislation.
- 10 Separate Directorate of Primary Education be established to ensure effective supervision and management of primary schools.
- 11 Management of selected primary schools be assigned to local councils on experimental basis.
- 12 Curriculum be made need oriented.
- 13 The job description of supervisory staff be redefined in more clear terms.
- 14 Data collection system be improved and made reliable for making policy decisions.
- 15 Separate channel in Mass Media be arranged for primary education on the analogy of Allama Iqbal Open University.
- 16 The organizational set up of the province of Sind was considered to be most effective out of those prevalent and be adopted for uniformity and

- its effectiveness. This set up will help in the improvement of better management.
- 17 The maximum number of primary schools allotted to AEOs/Supervisor must not exceed 5 as prevailing in Sind.
 - 18 Jeeps be provided to SDEOs/Dy. EOs. A group of three female AEOs/Dy EOs should also get one jeep which they may use by rotation. Further, each male AEOs/Supervisor be given motor cycle.
 - 19 Appointments/postings be made strictly on merit.
 - 20 Mosque schools/Project schools etc be ought under the control of SDEOs/Dy. EOs according to their respective jurisdictions. Further more all mosque/project schools be upgraded upto V a full fledged primary school.
 - 21 AEOs be declared as D&DOs of Primary Schools under their jurisdiction (Max. no. 15) as prevailing in Punjab.
 - 22 Lack of management skill/knowledge in respect of new entrants was also a cause of concern and the group observed that individuals getting promotion from academic side to administrative posts had little knowledge of management. It is therefore recommended that soon after their promotion they must be given a short but comprehensive training of Primary school management and supervision.
 - 23 Exchange programme of administrators and teachers within the country be made a regular.
 - 24 Provisions be made for administrators for study tours abroad.
 - 25 Frequent transfer of officers be avoided.
 - 26 Separate Bureau of Curriculum be created from Provincial level to Federal level responsible for only Primary Education.

2 INTRODUCTION

Around the world, education is recognized as an important institution for the development of human society, crucial to the technological, economic, political, and social progress in Third World nations. The advances made education in the Third World in the last three decades, however, have been offset by population explosion, uneven economic growth, crises in world trade and monetary systems, and internal or regional political instability. Given these constraints and limited resources, greater efficiency and effectiveness are needed to improve the quantity and quality of education.

The Basic Research and Implementation in Developing Education System (BRIDGES) Project was conceived in response to the above-mentioned challenge. The purpose of BRIDGES is to study policy options that can improve the efficiency and effectiveness of basic education, and to make the research findings available to policy makers, planners and managers in the Third World, so as to facilitate their evaluation of the feasibility, cost and impact of alternative paths of educational development.

The BRIDGES Project is funded by USAID and professionally implemented by Harvard International Institute for Development (HIID) and Harvard Graduate School of Education. The Project began in mid 1987 in Pakistan and is expected to continue until September 30, 1990.

The project is exploring issues of:

1. Access (or the ratio of enrollment to school age population) particularly to groups such as rural youth and girls.
2. Student retention level in the system.
3. The general level of resources available to the system.

The research areas of the project were:

1. Physical facilities and school construction.
2. School management
3. Teacher characteristics and teacher training.
4. Learning technologies
5. Information utilization.
6. Access to schooling.

The results and implications of policy studies carried out by BRIDGES and others were disseminated in three major ways:

1. Publications, both for researchers and specifically for policy makers.
2. Micro computer-based software that displays results, and permits users to examine the implications of policy options in their own education systems.
3. Training and conferences to provide information to ministries of education and others with the tools necessary to carry out further policy studies.

Academy of Educational Planning and Management developed a linkages programmes with BRIDGES Project in 1987 with the prime objectives to undertake researches and provide research-based policy options to decision makers.

The Academy organized the National level Conference in collaboration with the Harvard Institute for International Development (HIID) U.S.A. and Harvard Graduate School of Education under the BRIDGES (Basic Research and Implementation in Developing Education Systems) Project funded by USAID. The conference was conducted on July 18-20, 1989.

The Conference was held to present the findings of researches undertaken by Pakistani scholars as well as BRIDGES Consultants, with special reference to policy options for better education outcome at primary level. Other eminent scholars also presented their papers on various topics.

In the last two years several studies were undertaken jointly by BRIDGES and AEPAM related to the issues:

1. Implementation and Management of Primary Education
2. Girls Access to Primary Education
3. Classroom Management and Instructional practices.

High level Administrators of education like Director of schools, Bureau of Curriculum, Directors of Publication Instruction and Deputy Directors from the four provinces, Federal area and the state of AJK were invited in the conference. Thirty One participants attended the conference. The conference was inaugurated by Dr Abdul Ghafoor, Director General of the Academy.

The eminent scholars, Dr Noel McGinn, Donald Warwick, Fernando Reimers from Harvard Graduate School of Education U.S.A, Dr. Abdul Ghafoor AEPAM, Dr S.M. Zaman LAMEC, Dr Nighat Agha, Mr. Ahmad Sadiq, Dr W.M. Zak, Dr M.A. Bhatti, Dr Abdul Aziz Khan and Mr Munir Ahmad Chaired various sessions of the conference.

2.1 Objectives

Quantitative analysis of Past Policy approaches introduced at primary level in Pakistan and their outcomes.

In-depth study and analysis of female education in rural areas with special reference to female access to education, supply of female teachers and their problems.

To find out the feasibility of introducing compulsory primary schooling in Pakistan.

To analyse issues such as staggered school time table, classroom management, and relationship between school and community.

To make recommendations for the Development of National Policy on Primary Education.

2.2 Methodology:

The methodology adopted during the conference was paper presentations followed by the group discussions in plenary sessions. The participants were divided into three groups and

allocated specific tasks to prepare reports which were presented in the concluding session. There were three working sessions each day. Different papers were presented on various themes which were as follows:

Theme No	Title	Resource Persons
I	The uses and limits of compulsory Primary Education.	Mr. Niaz M. Erfan
II	Financial Powers of Local Bodies in raising local taxes in relation to generation of resources for education.	Dr. Abdul Ghafoor
III	Staggered school time table and vacation schedule.	Mrs. Razia Shah Mr. M. Akram Khawaja
IV	Generating additional Resources for Financing Primary Education in Pakistan.	Dr. Ghulam Farid Malik
V	Decentralization of Teacher Training in Pakistan.	Prof. M. Afzal Dr. Asif Iqbal Dr. R.A. Farooq
VI	Monetary Incentives for Rural Female Students in Pakistan.	Dr. Nuzhat P. Chaudhry Dr. Attaullah Chaudhry
VII	Making the School into Community Centres.	Mrs. Rizia Abbas
VIII	School Characteristics and Student Achievement.	Dr. Noel McGinn Dr. Fernando Reimers
IX	Teacher Characteristics and Student Achievement.	Dr. Donald Warwick Dr. Fernando Reimers
X	Cluster School Accommodation for Female Primary Teachers in Rural Areas of Pakistan	Mr. Ali Mohammad Mahar Dr. Sarfraz Khawaja
XI	The implementation of Educational Reforms in Pakistan.	Dr. Donald Warwick Dr. Noel McGinn
XII	Female Rural Teachers	Mrs. Huma Nauman

First two working sessions of July 20, 1989, were meant for preparation of group reports and at the last session three group reports were presented

2.3 Group-Work

The purpose of the group sessions was to put the research presented in the conference in the context of real policy development. By focusing on a specific topic the small groups addressed questions as; what role, if any, can research have in the formulation of policy? What factors influence policy design and implementation? What are the implications of research results for policy development? how can the research best present his/her findings to the policy makers?

Each of the working groups focussed in one of the following topics, as assigned by the moderator. At the end, the Group-work reports were submitted with the responses from each group based on the specified points. Dissenting views of members of the group was also noted in the final report. In the plenary discussion, each group presented its report which was discussed at length by members of the audience to throw comments, challenge or elaborate any of the points made in their reports.

About one-third of the papers presented in the last two days with the issues of Access to Primary Schools, Qualitative improvement of Primary Education and also on Management of Primary Education System of Males/Females and urban/rural areas in Pakistan.

Each group was asked to look into the following specific and general questions about the use of research for policy making:

Specific questions:

- i) What are or could be the policy options to improve the access to schools at primary levels.
- ii) How the policy options mentioned at (a) can be translated into action or how policies can be properly and effectively implemented (b) what factors influence the implementation of policies
- iii) How can research results help design and implement policy to improve participation rates.

General questions:

- i) Can you give examples of instances in which you have used research results in your planning.
- ii) How can the research results be presented to be helpful for policy making.
- iii) Should policy options specifically, addressed in the discussion of results or should the report simply present the results without reference to policy

Group "A": Improvement of Participation Rate of 5-9 Age-Group

Group Members:

- | | | | |
|---|----------------------------|---|--------------------------|
| 1 | Mrs. Asma Gulzar | 2 | Mr. Abdul Jahl Malik |
| 3 | Mr. Abdul Ghaffar Siddiqui | 4 | Mr. Mohammad Idress Khan |
| 5 | Miss R.A. Bhatti | 6 | Malik Ijaz Ahmad |
| 7 | Mr. M.B. Cheema | 8 | Ms. Naheed Aziz |
| 9 | Raja Abdul Hamid Khan | | |

Group "B" To improve the quality of Education at Primary Level

Group Members:

- | | |
|-----------------------------------|----------------------|
| 1. Mr. Muhammad
Nawaz Khan | 2. Mr. Zafar Ahmad |
| 3. Mr. Moula Bux Qureshi | 4. Mr. Sherin Jan |
| 5. Mr. Bashir Hussain | 6. Mr. Ata-ullah Jan |
| 7. Mr. Mohammad
Naseer Khawaja | 8. Mrs. Surraya Beg |
| 9. Mr. Sabir Bokhari | |

Group-"C" To improve the Management of Primary Education Systems.

Group Members:

- | | |
|---------------------------------|-------------------------------|
| 1. Qazi Abdur Razzaque | 2. Dr. Nighat Agha |
| 3. Mr. Ghulam Rasool
Khokhar | 4. Mr. Abdul Moeed
Farooqi |
| 5. Mr. Habibur Rahman | 6. Syed Abu saeed |
| 7. Mr. Muhammad Azam Kasi | 8. Ms. Tahira Abdullah |
| 9. Mr. Muhammad Ayyub Khan | |

3 SUMMARY OF PAPER PRESENTATIONS

The following are the summaries of various thematic papers presented by speakers during the Conference.

3.1 Theme : The Uses and Limits of Compulsory Primary Education.

Speaker: Mr. Niaz M. Erfan
Deputy Education Adviser,
Ministry of Education,
Islamabad.

Dr. Sarfraz Khawaja introduced the chairperson, Dr. Noel McGinn and guest speaker, Mr. Niaz Erfan to the participants. The speaker was requested to present his paper on the Uses and Limits of Compulsory Primary Education.

Mr. Niaz M. Erfan, while presenting the paper highlighted the following aspects on uses and limits of Primary Education:

- Legislations on compulsory Primary Education in the Countries of the Region with an emphasis of compulsory Primary Education in Pakistan, comparisons and its enforcement.
- Policy and Plan provisions
- Quantitative aspects relating to Primary Education.
- Mosque schools, Mohallah schools, Nai Roshni schools, Deeni Madaris, Privately run schools and Preveliged Institutions.
- Desireability of making Primary Education compulsory through legislation.

Dr. Niaz made the following recommendations based on the findings of his paper:

Specific

- To be more realistic and practicable in setting our goal in order that the goal is achievable. For this purpose at this stage of our development we need to make primary education compulsory upto class 3. It has already been decided to do so, we may call this stage elementary education as was done in the 1947 Sind Primary Education Act. In that Act elementary education was defined as education from class 1 to 4 while Primary Education was defined as education from class 1 to 7. Hence elementary education may be considered as a part of primary education. Compulsion may be applied only to elementary education.
- The strategy to partronize and popularize the concept of mosque schools to accommodate co-education in classes 1 to 3 in a bid to universalize primary education has already been approved by the Federal Government. It is a step in the right direction. Inspite of some reluctance in some people's minds regarding the efficacy of the strategy there seems to be general consensus about its being the only feasible step for the

universalization of primary, or to be more exact, elementary education. This is the cheapest alternative to opening new primary schools which will require huge investments on the construction of new buildings and provision of furniture and other paraphernalia. This will leave sufficient funds for providing buildings and furniture for classes 4 to 5.

Our foreign consultants on Primary education have often played up the idea of the pivotal role of the local councils and local bodies in the supervision and administration of schools. The present writer cannot support the idea. He has first hand knowledge of the thinking of the teachers bodies and individual teachers. He can say with certainty that almost 100% members of the teaching community are antagonistic to the very idea of the councillors and for the matter, the politicians, interfering in the administration of Primary schools. The only role that the teachers may concede for the councillors etc., is advisory. They may also be welcome to help the administration in locating the defaulters of compulsory primary education and prosecuting them. However, there seems to be no harm if the functions recommended in the book entitled Primary Education Improvement: Desired Measures. 1, for the local Educational Councils viz. (i) selection of sites for new schools buildings, (ii) launching enrolment/literacy motivational campaigns, (iii) campaigns for ensuring attendance of students, (iv) providing financial help to the needy students, (v) checking teacher absenteeism by reporting cases to the educational authorities, (vi) arranging necessary requirements of school through community participation, (vii) assisting female staff in rural areas in solving their problems like that of residential accommodation, (viii) arranging public functions on national days in schools and (ix) establishing liaison between the schools and the educational authorities.

The proposed legislation on Primary Education may be expanded to make it more comprehensive, on the pattern of the earlier legislations, to include a chapter or section on funding of Primary Education by levying education cess or by reserving the entire collection of IQRA surcharge for financing Primary Education. The annual collection of IQRA fund amounting to about Rs. 5 billion in addition to the normal allocations will definitely go a long way to implementing the programme of the expansion of Primary Education from the National resources, instead of having to depend on foreign assistance, which in fact is loan and has to be repaid.

General:

The share of primary education in the allocation of funds for education in the 6th Five Year Plan was Rs. 7 billion out of the total of Rs. 18.830 billion i.e. 37% whereas expenditure shows only 26%. It means that the funds allocated for Primary Education in the Sixth Five Year Plan have been diverted to some other sub-sector of Education. This is what has been happening in the past. It should not be allowed to happen in future.

In the Seventh Five Year Plan a sum of Rs. 10.12 billion out of the total allocation of Rs. 23.110 billion has been allocated for Primary Education

which is about 44% of the total allocation for education. Steps should be taken to raise the minimum allocation to education to 4% of the GNP and at least 50% of it should be earmarked for Primary Education.

Primary school buildings proposed to be used to accommodate classes 4-5 must be fully utilized by running double shifts where-ever, in a locality, it is not possible to accommodate students in the single shift. This will enable us to save much needed money for employing more teachers to shoulder the responsibility of teaching in the second shift and provision of other facilities.

Some arrangement to provide cheap but nutritious and wholesome "Recess Time Refreshment". 1, to Primary Class students should be made in order to attract more students to join schools and remain on rolls till they complete primary education. India and Sri Lanka are doing it. There is no reason why Pakistan which has higher per capita income cannot do it. Pakistan Council for Scientific and Industrial Research (PCSIR) may be asked to carry out research to find out or prepare cheap but nutritious stuff to be served as refreshment in schools.

One of the factors discouraging regularity in attendance and leading to high drop out rate at Primary Education stage is lack of transport facilities. The importance of the role of this factor in increasing and maintaining participation rate has so far been ignored. Walking on foot of the small children to schools, how-so-ever near they may be 2, is always risky. Some member of the family has to accompany a child to school and pick him/her at the end of school time. More than half of the children have to walk alone. Parents are also afraid of frequent cases of child lifting. There are periods of intense heat and cold, bad weather and rainy days, which lead to frequent thin attendance. Therefore, means will have to be found and must be found to plan a system of transport for Primary school children

Future Education Policy must boldly plan to make children enrol in schools only in their own localities. Parents should not be allowed to send their children to distant schools on the pretext of better facilities. This will eliminate cross commutation-students of different localities travelling in buses and other means of transport in different directions creating a chaotic condition in public transport. This step will ultimately result in economy in fuel consumptions at the national level. But this is possible only if we stop allowing special and so-called Model type of institutions which we can ill afford at this stage. All schools should be of equally good quality so that parents do not have the temptation to enrol their children in distant institutions.

Lastly it is recommended that Primary and Non-formal Education Wing of the Ministry of Education may be strengthened by creating an additional sector designated as "Universalization of Primary Education Sector" to co-ordinate the programmes and implementation of policies relating to Universalization of Primary Education in all the provinces and areas of Pakistan as well as other agencies and organizations.

3.2 Theme : Financial Powers of Local Bodies in Raising Local Taxes in Relation to Generation of Resources for Education.

Speaker: Dr. Abdul Ghafoor
 Director General
 Academy of Educational
 Planning & Management,
 Islamabad.

Dr. Abdul Ghafoor described four distinct periods of evaluation and development of the institutions.

The following were the duration of each phase:

1947-1988

- No attention was given to local government reforms
- Village Agricultural and Industrial Development Organization (Village A.I.D) was introduced in 1952 under the technical assistance programme of U.S Government to make local government more effective.
- During 1957-58, 11 out of 16 District boards were suspended in Punjab whereas in NWFP, all the district boards and nine municipal committees were suspended and placed under the direct control of administrators. In Baluchistan there was only one municipal committee. The situation in Sind remained the same.

1959-1972

- Four tiers of local government were established i.e. Union Councils, Tehsils councils, District Councils and Divisional Councils.
Union Council level; Directly elected members with one of them as their elected chairman.
Tehsil, District and Divisional levels; Government officials were made chairman and members of these bodies. Some members were partly nominated.
- The Basic Democracies system was dominated by the government official at the Tehsils, Districts and Divisional levels.
- Basic Democracies were made the electoral college for Provincial and National Assemblies.
- Basic Democracies increased the access of large and medium size farmers to government facilities and programmes leading to increase agricultural production, provision of social welfare and infrastructural facilities in rural areas; strengthened planning and management capabilities of local leaders etc.

1972-1979

- Elected local councils did not exist and local government were managed by government officials.
- Integrated Rural Development Programme (IRDP) was introduced and Rural Development Centres (Marakaz) were also established.
- In the absence of elected representatives at the local level, the government programmes were monitored by the members of the National and Provincial Assemblies.

1979 Onward:

- New local government system was introduced in the country.
- Considerable autonomy was given to the local councils and provided a mechanism for participation of local councillors in identifying planning and implementation of development programmes and projects.
- Different characteristics were introduced such as firstly, elections were held to choose Unions and District Councillors throughout the country.
- Secondly, chairman of Union and District Councils were elected from among the elected representatives of the people.
- Thirdly, the elected chairman of the District Councils were made chairmen of the District Coordination Committees to review the performance of sectoral departments.
- Fourthly, district councils were given powers to approve their budgets and local development projects.

3.3 Theme: Staggered School time table and Vacation Schedule.

Speakers: Mrs. Razia shah Director, PEP, NAR.

Mr. M. Akram Khawaja, Training Specialist, PEP, Punjab

Two papers were prepared on Staggered School time table and Vacation Schedule by Mrs. Razia Shah and Mr. M. Akram Khawaja. Mrs. Razia Shah could not present the paper. However, recommendations made in her paper are given here.

Mr. Akram Khawaja presented his paper and the following were the recommendation/suggestions on the theme as mentioned above:

1. The present system of daily time table of Primary schools needs to be changed and made according to the local conditions of the schools.
2. The period of summer vacation is too long and results in dropouts which may be shortened and made periodic according to sowing and harvesting seasons of main crops.
3. The daily school timings particularly those of schools in rural/population (main occupation is Agriculture) may be designed according to the leisure time of the community so that the community can bring their children to schools.
4. Service conditions of the teachers may be improved and their salaries be increased to enable them to devote much time to their teaching profession and less time to their private affairs.
5. The schools timings may be increased from five hours to 8 hours daily including 2 hours lunch break from 12 to 2:00 P.M. in summer and 11:00 to 1:00 p.m. in winter.
6. The supervision may be made more effective to ensure that the teachers devote more time in actual classroom teaching.
7. One reason, some of the teachers do not devote much time to actual teaching in class, is their non-mastery over the primary school subjects. In this regard it is suggested that P.T.C. course may be made for two years instead of one year.
8. It is also suggested that the District Education Officers may be authorised to reschedule the time-table and vacation according to the local conditions and environment and crop seasonal condition of the schools of their districts.
9. The study reveals that the students come from the catchment area of the school from the walking distance of 1-3 kilometers and can not reach the school in time i.e. 8:30 a.m. Therefore, timings need to be revised accordingly.
10. The study also indicate that if the present system of time table and vacations is prepared on the basis of climatic conditions of the province even then from climatic point view the province is divided into three

Agro-Geographical regions and the system is not suitable to all the three regions.

11. In two areas of Sind viz Thar (a desert area) and Kohistan (Mountaineous area). The Agriculture cultivation in these areas depend upon rainfall. When there is no rain in a year, the families of different villages migrate from those areas to irrigation areas. They settle there for two-three months and some times a full year. The primary schools of these areas remain closed during the migratory period in addition to vacation period. The result is that either the school is vanished for ever or all students belonging to migratory families dropout. There is need to survey these areas and provide educational opportunities accordingly.
12. On the basis of the data collected there seems no need to suggest any new schedule of vacation and holidays.
13. The vacation schedules do not cause absenteeism and drop outs. There must be some other reasons that are responsible for this. In order to find out a thorough study of its causes is suggested.
14. Majority of the teachers are of the views that the number of vacation/holidays during the year is in sufficient.

3.4 Theme: **Generating Additional Resources for Financing Primary Education in Pakistan.**

Speaker: Dr. Ghulam Farid Malik
Deputy Chief (Education)
P&D Division, Islamabad.

Dr. Ghulam Farid Malik presented paper on Generating Additional Resources for Financing Primary Education in Pakistan. He highlighted the following aspects regarding the theme and also made some recommendations against each:

I. Long-term Financial Requirements of Primary Education.

He clearly mentioned that for Universal Primary Education, the following resources will be required:

- a) For Physical Infrastructure
 - i) Creation of physical infrastructure for more than 1/3 of the primary school age population that is out of schools.
 - ii) Construction of buildings for the existing schools without shelter or having inadequate accommodation, and replacement of dilapidated or old buildings of the primary schools.
 - iii) Qualitative improvements in the existing physical facilities, including provision of furniture, library books, audio-visual equipment, drinking water, hygienic facilities etc..
- b) For Recurring Expenditure:
 - i) Maintenance and up-dating of existing facilities.
 - ii) Salaries of the existing staff and new staff to be appointed for the increasing enrolment.
 - iii) Improving number of supervisors from the existing level of one supervisor for 20 to 50 schools to one supervisor for every 10 schools.
 - iv) Contingencies and consumables.
 - v) Continuous updating of curricula and instructional materials.
 - vi) Provision of free books and stationery for children from the 20% poorest families.
 - vii) Periodical in-service training of teachers, and educational managers to update their knowledge and skills.

II. Generating additional resources for Primary Education

Dr. Farid made the following recommendations regarding the generation of additional resources for primary education:

- i) Increase in Overall allocation for education

- ii) Provision of minimal primary education facilities as the Constitutional Obligation and making Primary Education Funds non-transferable to other projects.
- iii) Extension of Iqra Surcharge
- iv) User Charges
- v) Diversion of Government subsidies from Cadet Colleges and other expensive model schools to general basic education.
- vi) Providing incentives for the Private Sector for Investment in Primary Education.
- vii) Reviving Philanthropic Role in Primary Education.
- viii) Revitalizing the Role of Local Bodies in provision of Basic Education facilities.
- ix) Provision of Financial Equity in Primary Education.
- x) Generation of Local Community Resources.
- xi) Levying Local Education Cess.
- xii) Obligatory Provision of Schooling Facilities in all Urban Housing Schemes.

III. Structural Changes required for generation and of Optimal utilization of additional resources for primary education.

Dr. Farid indicated that it may not be possible to meet the entire cost of primary education through the existing administrative and financial arrangements. A multi-pronged approach involving re-structuring of the administrative set up as well as the revenue generation system for primary education will have to be designed. It will require the following:

- i) Devolution of educational responsibility and authority at least, to the District level.
- ii) Devising system for generation of local resources for basic education at the local community and District level to supplement the existing Provincial and Federal resources, that should also be enhanced.
- iii) For efficient utilization and generation of additional resources for primary education, proper decentralization of the primary education system is a pre-requisite.
- iv) As already proposed in Seventh Five Year Plan, a District Education Authority should be established in each district. The Authority should be fully responsible for all aspects of basic education: its development, maintenance, finances and management under over-all supervision of the Provincial and Federal Governments, who should only provide policy guidelines, and technical assistance and monitor implementation of the government policies. The Authority itself should be empowered to levy local taxes in form of land cess in

rural areas, property tax in urban areas and a primary education surcharge on all type of property and commercial transactions throughout the District.

- v) Access to primary schooling should be recognized and implemented as the Constitutional right of every child through a legislation for compulsory primary education under which it should be obligatory for the District Education Authority to make primary schooling facilities available within accessible distance for every child of the relevant age group within the period of next five years (i.e. by 1993).
- vi) The District Education Authority should submit a District Primary Education Report on the state of primary education in the District every year to the provincial and Federal government. This should form the basis of a National report, that should be submitted to the Prime Minister and the Parliament for a debate every year.

3.5 Theme : Decentralization of Teacher Training in Pakistan.

Speakers: Prof. M. Afzal, Director (Retd) National Education Council
Dr Asif Iqbal, Principal, Teacher Training College, Lahore
Dr R.A. Farooq, Dy. Director, AEPAM, Islamabad.

Prof. Afzal presented paper on Decentralization of Teacher Training in Pakistan.

Prof Afzal said that strengthening and supplementing facilities for continuous updating of teachers knowledge is essentially required for which purpose of enlargement of the scope of the existing facilities and also institution of new programmes is imperative in view of the fact that the Education Extension Centres. The main centres of in-service training can cater to only 22 percent of the total strength while 100 percent coverage is needed. Suggestions for enlargement of the scope of the available facilities are being made but the decentralization of training requires exploring other avenues as well, therefore, following few new programmes are recommended in this regard:

- i) Education Extension Centres have the capacity to train more teachers than being demonstrated present as these are not being utilized to their optimum capacity, e.g Lahore Centre, imported training to 2402 teachers in 1985-86 but the number was reduced to 1550 in 1987-88 which means 852 less. Quetta Centre, remained content with almost half the number in its 1987-88 programme training only 606 teachers as against 1314 teachers in 1985-86 Khairpur Centre took up only 64 teachers in 1986-87 while it had dealt with 228 in 1985-86. Karachi Centre, which could train 130 and 169 teachers in 1986 and 1987 surprisingly could not go beyond instructing 31 teachers in 1986-87. Thus these institutions have been working much below their capacity, one main reason for which may be the inadequacy of funds. The cost of in-service training per teacher is Rs. 846. If 1/5th of the total primary teachers (1,86,260) are to be trained in a year, allocation of 3,15,15,192 would be required. Hence enhancement of budget allocation for the institutions is suggested but better planning for the optimum utilizations of these institutions is also to be made.
- ii) Rectification of the erroneous practice of repeating the names of the teachers for the next cycles, despite their having been trained previously, is also required as on the one hand little benefit accrues to the trainees, taught the same things twice and the other it derives the needy of the required training. D.E.Os are therefore, required to be more judicious and cautious in their recommendation. So that it may be possible to make maximum number of teachers benefit from such a training.
- iii) The task of retraining the teachers is an absolute necessity but at the same time a stupendous one for there are 1,86,260 primary teachers whose retraining has to be completed within five years. The need for extension of training facilities is therefore, obvious, Hence the number of Education Extension centres, which is only six at present needs to be increased. It is suggested that at least one more Extension Centre may be established in each province and these new in-service training

institutions may specifically be meant for lady teachers which is also the need of the hour as at present no separate women training institution exists. With the establishment of Women Extension Centres the present Centres may wholly cater to the male teachers with the addition of four more institutions and with better planning it would be possible to double the output.

- iv) Learning Coordinators Scheme, a very useful innovative experiment has now been distorted in many places by the recruitment of Learning Coordinators by the Education Departments for which no training is imparted and no job description is specified. Therefore in order that effective in-service training be imparted two things are essentially needed i.e. drawing up job description of Learning Coordinators, making them understand their responsibilities and the role which they are required to play. Secondly instituting proper monitoring system, to which goes the credit for the success of this component of primary education project (PEP), is essential.
- v) Resources Centres or Teacher Resource Centres have helped in truly decentralizing in-service training. Therefore this useful training, having been successfully tried in the Punjab, needs to be introduced in other provinces as well. Replication of this programme can help in really decentralizing in-service training as has been done in Thailand and Singapore.
- vi) Allama Iqbal Open University's PTOC programme is a major in-service training programme which has been responsible for giving training to 85,000 teachers so far. This is a cost conscious project and so needs to be encouraged. On successful completion of this course the teachers may be awarded certificates with credits/grades mentioned on these. On successful completion the fee paid by the teachers may be re-imbursed by the respective Education Departments and the credits/grades obtained by the teachers may form the basis for evaluating teacher performance and be made part of annual confidential reports. While every teacher may be required to undergo at least one course every 5 years, he may earn one increment for attending three such courses. This will be the incentive to the teachers and further help in decentralizing training.
- vii) PTC programme organized by Agha Khan Central Board of Education is a successful experiment which at present is being restricted to northern areas only. It needs to be expanded and introduced in other parts of the country as well.
- viii) Training institutions, limit themselves merely to inservice training and when the trainees pass out of these institutions neither the institution maintains any liaison with them nor do the trainees maintain any link with the Alma Mater. In fact these institutions can play a prominent role in in-service programme, by providing professional guidance to the trainees who after exposure to educational theories, are called upon to apply these in actual class room situation and in this process are

confronted with practical problem, which they did not envisage during training and so need guidance. Their difficulties can be elicited by the training institutions through questionnaires sent at regular intervals to the old students. For this purpose professional Guidance Bureaus may be established in the Training Institutions. Another method of maintaining liaison with the trainees is holding Review Sessions during Summer Vacations. These sessions, meant for the old students, may be of 2/3 weeks duration during which academic guidance may be provided and updating of the knowledge of the trainees may be ensured. This will be better sort of in-service training as the specialists in the field will be organizing it. Compared with the usual Refresher Course where sometimes the Instructors happen to be less knowledgeable than the participants, who also are more interested in their T.A. D.A. than in acquiring knowledge, it will be different and better as instead of the element of compulsion, creating any reactionary tendency these participants will keenly await such sessions with the former teachers which are likely to solve the problem faced by the trainees in the field and hence there are lesser chances of training being rendered perfunctory or it becoming an exercise in futility.

- ix) On-the-Spot training, started on experimental basis by CRDC, Lahore, is also a useful innovation introduced on the pattern of such a training in Nepal. After evaluating it and establishing its utility its sphere may be enlarged and it be introduced in other provinces as well. It can be organized by the Directors of Education which may attach 2/3 experts with a D.E.O. and these experts according to a programme may visit a school for one week and then move on the next. Another method would be arranging such training programme for cluster of schools and thus making more than one school benefit from such a training.

3.6 Theme: Monetary Incentives for Rural Female Students in Pakistan.

Speakers: Dr Nuzhat P. Chaudhry, Joint-Director, AEPAM, Islamabad.
Dr Ataullah Chaudhry, Joint-Director, AEPAM, Islamabad.

Dr. Nuzhat Parveen presented paper on Monetary Incentives for Rural Female Students in Pakistan.

The study was carried out in order to explore to policy options for present situation of the low female enrolments in rural areas.

The following were the objectives:

1. To find out whether it is necessary to provide some kind of incentive to increase enrolment of rural female students.
2. To find out whether the parents don't send their girls to schools because of foregone income or because of the direct cost of schooling or because of being helping hand to mothers.
3. To find out whether there is unused capacity in schools for girls and whether providing incentives would lead to the increased enrolments.
4. To find out what kinds of incentives would be most likely to work, should they be in the form of cash or in some other forms?
5. To find out the class level up to which the incentives should be applied and whether that level of education is sufficient to ensure retention of literacy.

According to Dr. Nuzhat this study was limited to a few general issues in the problem area of rural female education, other aspects such as availability of resources; availability of teachers; availability of building, facilities and traditional barriers or statistical data about girls in each community etc are excluded. However, analysis of the responses received, suggested that the problem of low female enrolments in rural areas could be solved by:

- i. A nation-wide campaign using T.V. Radio and mass media like newspaper or the cover pages of the magazines should be started stressing the fact that at least primary education is very important for girls.
- ii. A detailed needs assessment should be carried out by the community education representative to provide the educational facilities for the girls. Thus, preference should be given to establish girl schools on the demands of community rather than on political grounds.
- iii) Scholarships, books should be provided to the children of poor families.
- iv) Uniform should not be imposed on the primary school children to cut down the expenses of parents on education of girls.
- v) As per the provision of the National Education Policy (1979), books should be provided free to all the schools and the distribution of books should be followed up since it was noticed that even in the mosque schools where books were being provided, they were not being received by the students on the other end.

- vi) Existence of Mosque School in the community should be made known to the community. Lady teachers may also be appointed in mosque schools to teach the girls separately. This measure would increase the enrolment of rural female students tremendously.
- vii) Mohallah schools in Sindh are functioning under the special Priority Project and are very successful. It would certainly help increase enrollment of rural female students if educated ladies are approached to open up Mohallah Schools.
- viii) Mobile Audio-Visual Teams may be deputed to impart education through modern techniques to the girl students residing in remote areas.
- ix) It should be publicised that the rural girls who complete 5th grade will be awarded Rs. 1000/- whereas the girls who complete 8th will get Rs. 2,000/-. The cash award distribution ceremony should be arranged in the community so that it could become a self publicity arrangement motivating the other parents to get their girls educated. This will also lead to prepare local teachers of the selected communities.
- x) A system of recognition for the good services rendered by teachers, parents, students and community representatives should be made.

3.7 Theme: Teacher Characteristics and Student Achievement.

Speaker Dr Donal Warwick, Country Coordinator for Pakistan.
Dr Fernando Reimers, Research Associate, HIID, USA

Dr Abdul Ghafoor, welcomed and introduced the chairperson with the participants. Dr Zaki requested the speakers to present paper on Teacher Characteristics and Students Achievement. This paper was the preliminary report of the research study carried as part of the BRIDGE Project, a cooperative achievement between the Harvard Institute for International Development (HIID), U.S.A. Dr Warwick said that this research could not have been carried out without the participation of a number of persons. He mentioned that the criterion of significance used in this paper was that the probability of differences between or among groups occurring by chance is less than 5 in 100

He further said that the main conclusion from this analysis was that student achievement on objective tests in math and science were related to how well educated teachers are, what they do in the classroom, and, in the case of the two mathematics tests, the gender of the teachers. Achievement in math would rise when the teachers would be male, with the amount of formal education the teachers have had, when teachers teach only 1 class, and with the number of exercises assigned in mathematics. With mathematics 5 achievement also raised when teachers asked their students to translate for others. With Science 4 and 5, the best predictors were teacher education, teaching only 1 class, and the number of exercises in math. In Science 5 achievement also raised when teachers did not have to spend a large time travelling to school.

3.8 Theme: Implementation of Educational Reforms in Pakistan.

Speakers: Dr Donald Warwick, Country Coordinator for Pakistan.
Dr Noel McGinn, Director BRIDGE, Project

Dr Sarfraz Khawaja welcomed and introduced the Speakers with the participants. This paper was also one of the preliminary papers of the series of research papers on primary education in Pakistan carried out in collaboration with the BRIDGES Project.

Dr Warwick during his presentation pointed out that in this paper the following major implementation of five innovations in primary education over the past decade were highlighted:

- i) The introduction of Learning Coordinators to improve the supervision of schools and the quality of teaching;
- ii) The use of teaching kits to improve the teaching of mathematics, science; social studies, and urdu;
- iii) Mosque schools, an innovation through which primary schooling, usually between classes I & III, was added to existing mosques;
- iv) The construction of residences for women teaching the rural schools; and
- v) The Nai Roshni schools, a project of Drop. In schools for children who had never attended or left school.

Dr Warwick said that this paper was initiated with a discussion of the requirements for successful implementation, and to go through in depth each of the five aspects of innovations and then develop a lay-out or the frame work for implementation issues to those cases to see what could be achieved.

He further said that the basic elements of the frame work applied to analyze the innovations included the following aspects;

- i) Process and Organizational intelligence
- ii) Tasks and technologies
- iii) Management and Organization
- iv) Cultural context
- v) Political context
- vi) Implementations
- vii) Clients
- viii) Facilities
- ix) Costs
- x) Quantity and Quality of services

He said that the five innovations offer an opportunity for a more systematic understanding of the implementation of reforms to primary education.

He rated each reform on the ten afore-mentioned areas of implementation. Programs were rated High, Medium and Low according to how well they meet the criteria indicated in the left column. A (?) indicates that there was not enough information to complete the rating. A (-) means that the category used for rating does not apply to that innovation. (Details can be seen on next page).

IMPLEMENTATION OF EDUCATIONAL INNOVATIONS IN PAKISTAN

	Learning Coordinator	Teaching Kits	Mosque Schools	Female Residences	Nai Roshni
1. PROCESS					
Participation, sense of ownership by key figures	Medium	Low	Medium	Low	Low
Innovation adapted to local settings	Medium	Low	Medium	Low	Low
2. TASKS AND TECHNOLOGIES					
Clear definition of tasks	High	Low	Medium	High	Low
Technologies available	High	Medium	Medium	High	?
Technologies reach	High	Medium	-	High	?
3. MANAGEMENT AND ORGANIZATION					
Innovation integrated into normal organization	Medium	Medium	Medium	Low	Low
Adequate supervision	Medium	Low	Low	Low	Low
Compatible relations among organizations involved	Medium	Low	Medium	?	Low
4. CULTURAL CONTEXT					
Innovation compatible with religion, culture	-	-	High	Low	-
5. POLITICAL CONTEXT					
Initial government commitment to implement	Medium	Medium	High	High	Medium
Innovation seen as politically clean, acceptable	High	High	High	High	Low
6. FIELD IMPLEMENTERS					
Understand innovation	Medium	Low	Medium	Low	Medium
Capable of carrying out innovation	Medium	Low	Medium	-	Medium
Motivation to use innovation	Medium	Low	Medium	Low	?
Performance of required tasks	Medium	Low	Medium	Low	?

	Learning Coordinator	Teaching Kits	Mosque Schools	Female Residences	Nai Roshni
7. CLIENTS					
Cooperation from parents	Medium	.	High	.	?
Cooperation from students	?		High	.	?
8. SUPPORTING FACILITIES					
Presence of adequate buildings	.	Low	Medium	.	Medium
Other supporting conditions	Medium	Low	Medium	Low	Low
9. COSTS					
Efficiency in start-up costs	Low	Low	High	Low	Medium
Funds to support on-going field activities	Medium	Low	Medium	Low	Low
Perception that expenditures are worthwhile, justified	Medium	Low	Medium	Low	Low
10. QUANTITY AND QUALITY OF SERVICES					
Increased enrollment	Medium	Low	High	Low	?
Quality of services	Medium	Low	Low	Low	Low

3.9 Theme: School Characteristics and Student Achievement:

Speakers: Dr. Noel McGinn, Director, BRIDGES Project.
Dr. Fernando Reimers, Research Associate, HIID, USA.

Dr. Sarfraz Khawaja welcomed and introduced the chairperson Mr. Ahmad Sadiq and the speakers with the participants. Mr. Ahmad Sadiq, requested the speaker to speak on School characteristics and student achievement. This paper was a preliminary report on the study carried out in the Academy in collaboration with BRIDGES Project under Harvard Institute for International Development (HIID), U.S.A.

The speaker said that from the analysis, it is learnt that nothing about school heads that would help in the elaboration of policies to improve student achievement levels. If school heads contribute to student achievement, it would not appear that those contributions are affected by the background of the schools heads, nor by their level of formal schooling and training, nor by how they distribute their time in administrative tasks.

He further said that it is possible that in fact school heads make a vital contribution to student achievement, but based on this analysis the only conclusion that can be drawn is that it is not likely that those contributions could be increased by changes in selection policies, nor by changes in the distribution of time.

Before winding up his presentation, he said that most school administrators receive no formal training for their skill enhancement. It is possible that the provision of such training could contribute to student achievement, but there is nothing in this analysis to support that belief.

3.10 Theme: Making the School into a Community Centre

Speakers: Professor Mrs. Razia Abbas
Director, BUESP,
Allama Iqbal Open University
Islamabad (Pakistan)

Professor Razia Abbas while presenting paper on making the school into a community centre said that everyday living of a community and education have a deep rooted relationship. Social needs and requirements are always very important. They change with the passage of time. The school has to cope with this and correspond with the need of the society. This can only result when there is a complete harmony between a school and community. Cooperation of a school and community and commonality of action of these two can train the student in the best possible way.

She concluded that in Pakistan the need of education and then making these institution a centre for community is very urgent specially at primary level. Education system cannot and should not divorce itself from the community. On the other hand it is the responsibility of community to have close coordination with the school.

3.11 Theme: Cluster School Accommodation for Female Primary Teachers in Rural Area of Pakistan

Speakers: Mr. Ali Mohammad Mehar Chairman (Retd) Sind Text Book Board.
Dr Sarfraz Khawaja, Director, AEPAM, Islamabad.

The authors in their papers concluded that:

- i) Central School accommodation scheme has not been approved by the majority of lady teachers, the Sub-Divisional, District and the Regional/Provincial Heads, concerned with primary education, specially girls education in rural areas.
- ii) The Central School Accommodation has more or less been equated with lady teachers' residences, constructed under the First Primary Education Project, which proved failure as it was not based on the felt need of teachers. The data tends to support the view that C.S.A. would meet the same fate and therefore, such mistake should not be repeated.
- iii) Some senior administrators from Balochistan and Sindh are optimistic about the success of the scheme at a few selected places, provided basic amenities of life, such as potable water, electricity, health care, high school education, for secondary school-going age children of teachers, free lodging, security by appointing day and night chowkidars, are provided.
- iv) C.S.A. would not solve the problem of teachers, working in the small village schools, around the central village.
- v) The most adviseable and economical step, with fair chance of success, was to provide transport facility, instead of trying the new experiment with unpredicted consequences.

The following recommendations were made :

- i) Ways and means be explored to use teachers, residences constructed under the Primary Education Project rather than to launch a new programme.
- ii) government transport be provided to take teachers from towns and cities to rural schools and bring them back. As compared to C.S.A. this arrangement would be more economical.
- iii) Smaller towns where primary schools have been upgraded to middle and middle schools to high schools shortage of JSTs and HSTs is also as acute as that in the rural primary schools. In case transport is provided, the high or junior school teachers, belonging to cities, who at present, are unwilling to serve in these schools and for the same reasons as those of lady primary teachers are not prepared to stay in such towns, the transport, if provided, will also help in sloving the shortage of teachers in such institutions. The teacher may, however, pay bus fare from their pockets.
- iv) Under Prime Minister's Five Point Programme, farm to market roads have been constructed in many rural areas throughout the country. Many

villages are now accessible by some form of public transport as Suzuki Vans, Pick-ups and House-carts. The possibility of use of such facility be explored and used to the optimum. The District and Sub-Divisional Education Officers can play a leading role with the help of the owners of such transporters.

- v) C.S.A. may be initiated in some selected places but not below the Tehsil head-quarters, which is presumed to be fully utilised by High, Middle and Primary School Teachers jointly, provided minimum basic facilities are provided. A Mini-bus, van may be provided here for taking lady primary teachers to surrounding rural schools. This proposition, however, seems to be expensive. But the parents and teachers may find this central place more secure and safe.
- vi) House Rent Allowance at the same rate as permissible in urban areas may be allowed to teachers working teachers' residences, constructed under the first Primary Education Project on one hand, attract more teachers, both female and male to work in rural areas and save money to be invested on construction of C.S.A.
- vii) Mass of educated unemployed youth is available in urban areas. Appointment of 2-3 teachers in 2-roomed rural schools and 5 teachers for 5 classes, would mean requirement of a large body of teachers. The manpower available in urban areas can be appointed to meet the existing shortage of teachers and additional requirements, on the condition that they will serve in rural areas for atleast five years. Those interested should be given preference. This might help in achievement of targets as envisaged in the Seventh Five Year Plan and might as well need or not C.S.A. or transport. However, the actual demand can be examined in either case.
- viii) A separate study would be required to examine the actual demand of C.S.A. or vehicles. Finances would be no problem as committed in the 7th Plan. Hence, no recommendations are being made for allocation of funds required till final decision is arrived at by the experts with regard to the feasibility of the new idea.

3.12: Theme: Female Education in Rural Areas

Speaker: Mrs. Huma Nauman, Lecturer Administrative Science,
Quaid-e-Azam University Islamabad.

Mrs. Huma Nauman in her concluding remarks said that educational planners themselves realize the constraints imposed by inadequate funding:

"The share of education at 7% of the total allocation is not adequate and will not enable much needed structural changes to be implemented. There are two options: either the private sector should be made responsible or much larger participation or some innovative methods be used to finance education outside the plans; for example selected levies which would be used for education only".

Yet Iqra surcharge which is one such levy is being partly diverted to other non-educational uses.

"Pakistan has consistently ranked last in expenditures on female education".

All males and females have an equal right to education but males have a more equal right to education than females.

The target of making available more female rural teachers is a hope that can bring a democratic life style and equality of opportunity to every home in Pakistan. To make this task a reality, as men and women we need to take stock of both our attitudinal and intellectual resources. Its a socio-logical challenge that needs not only craftsmanship but the sincere, humble and sustained efforts of educationists, as well as specialists and workers from all other walks of life as well.

She emphasized that some immediate measure that can set the pace for implementation of an effective system for rural female education may require the following premises:

- I.
 - i) 50 of the annual educational budget should be allocated to female education.
 - ii) 40% of educational expenditure should be for primary education.
 - ii) 4% of GNP should be spent on education. Spatial planning should be the criterion for developing and expanding education facilities.
- II. As for ensuring the selection of appropriate candidates for teacher training the following measure may be helpful.
 - i) Teacher training institute should be geographically planned depending on the requirement of a locality for male or female teachers.
 - ii) Selection of candidates for teacher training should be on the basis of the need of the area they serve in.
- III. Merit not Sifarish should be the basis of recruitment within the bonds of regional/local need for school teachers. This change of policy may ease the administration of its

present preoccupations to a large extent. Several recommendations for improving service conditions of female rural teachers are as follows:

- i) To discourage the trend of pressurizing administration for immediate transfers, every posting should be for a period of say, two years. The decision, however, may be preceded by verification of the appropriateness of such a transfer by confirming the practical convenience of the person to be transferred.
- ii) Rural teachers should receive a graded hardship allowance as an incentive to compensate for the challenge of a more difficult task.
- iii) Service structure for female teachers should be relaxed. Female teachers may be allowed to continue service after a break of several years. Continuity can be ensured by taking into account the initial years of experience to calculate pay after rejoining.
- iv) It is reported that heads of schools bring their infants to school to be looked after by the pupils. This can be avoided if an extra allowance is paid to ensure proper care of the infant up to 3 years. The supervisor may like to vouch for the authenticity of the case.
- v) Travelling allowance should be paid to the teachers in keeping with their transport expenses. This can be calculated by the supervisor and added to the teacher's salary.

IV. Some administrative change that may ease the implementation of the program are as follows:

- i) The Educational system should be decentralized with greater financial powers for the head of a rural school.
- ii) A post for Director (Female schools) may be created in each Directorate of Education. The incumbent should be a highly qualified females.
- iii) More equal representation be given to women at all levels of educational administration including top management. Work in the Directorates should be allocated on the basis of scientifically conceived job descriptions.
- iv) Work distribution in the Directorates should be redistributed for a greater balance between administrative and instructional improvement.
- v) Supervisory system should be streamlined. Top management must give 5% of their own time to follow a planned schedule of supervision. The best supervisors must be motivated by acknowledging their leadership qualities. They should be systematically required to share their experience through publications and seminars with their colleagues. Supervision of mosque and mohallah schools must be organized, with special reference to their problems.
- vi) Mosque and Mohallah Schools should be specially improved for offering greater and longer facilities for female education.

- vii) (i) In view of the limited budget seminars and workshops must only be conducted if they are in conformity with targets of educational goals. The output of workshops must be evaluated to establish their effectiveness.

V

- i) Curriculum should be balanced in terms of sex, class and occupational role models. It should include activities which rural students, especially females may find useful for changing their passive attitude toward social and economic participation in the community.
- ii) Economically remunerating activities for females should be instituted from primary schools onwards.

4 GROUP WORK

Group-A.

Topic: Improvement of Participation rate of 5-9 age group.

Pakistan is an Islamic Republic which was established as an ideological state in 1947. The people of this country derive inspiration from Islam which is interwoven in every day life. The very first, revelation of the Holy Quran enjoins "Iqra" (). The Holy Prophet has declared the seeking of knowledge compulsory for all muslims, (Men & Women) and has laid great stress on the seeking of knowledge from the cradle to grave. Hence Education was given top priority by the Father of the Nation in consonance with the spirit of Islam. After a few months of the inception of Pakistan an All Pakistan Education Conference was held in 1947 in which Quaid-e-Azam:

"Free and compulsory education should be introduced for a period of five year which should gradually be raised to eight years. It was also recommended that primary schools should be coeducational. However, separate schools for boys and girls may also be established accordingly to local needs".

From the above-mentioned statement of Quaid-e-Azam the objective of policy line for providing primary education to all the children or universalization of primary education is framed. Further more, the achievement of this objective is translated into targets and tasks for 100% enrollment of 5-9 age group children in primary schools.

To aware this objective which is being postponed continuously from 1948, the following tasks will have to be performed.

- 1) Access to education be made available to children by opening more schools at the nearest distance not more than 1 K.M.
- 2) Shelterless schools be provided accommodation. Unsuitable schools building be provided additional accommodation and physical facilities for increasing number of children who are seeking admission.
- 3) Text books be provided to school children free of cost.
- 4) School timings be made flexible in accordance with local requirements.
- 5) As far as possible local teachers be appointed.
- 6) Relaxation in appointment rules for age and qualification be made in case teachers of requisite qualifications are not available.
- 7) Community participation and involvement be ensured through constituting Village Education Committee for 100% enrollment of 5-9 years age group.
- 8) Incentives in the form of stipend, badges, and prizes to children, appreciation letters, cash awards to teachers and Village Community Members which are able to achieve the targets be given.

- 9) Education upto primary level be made compulsory through legislation.
- 10) Separate Directorate of Primary Education be established to ensure effective supervision and management of primary schools.
- 11) Management of selected primary schools be assigned to local councils on experimental basis.
- 12) Curriculum be made need oriented.
- 13) The job description of supervisory staff be redefined in more clear terms.
- 14) Data collection system be improved and made reliable for making policy decisions.
- 15) Separate channel in Mass Media be arranged for primary education on the analogy of Allama Iqbal Open University.

These steps were recommended in the light of research findings conducted in the country from time to time and in other developing countries. Research studies are available at National as well as Provincial level to ascertain the variables which effect the participation of children at primary level.

Group-B

Topic: To improve the quality of Education at primary level.

Rationale:

It is an obvious fact that the fate of our country depends upon the education of the people of this country, because of a proverbial saying, that the religion disperse, kingdoms fall apart, but the works of education remains for all ages. It is known to every body that Pakistan at present is at the bottom in adult literacy rate, participation rate and retention rate and at the same time at the top in dropout/pushout rate and 5-9 years out of school children. The situations in our country is very tense and unfavourable for effective learning/teaching process, because we have institutions with less educational facilities, parents with meagre sources of income and students without conducive atmosphere for learning.

As we (the educationists) have been honoured with the words 'The builders of nation', which demands from us to understand the problem, (Insha Allah) the answer will come out of it, because the answer is not separate from the problem. We have to organise, establish and develop our educational institutions which alone can create a nation. We have to make our primary school a real centre of love, life, liberty, and learning so that both the parents and children are attracted towards them. This will lead us to our sovereign goal i.e. "the quality of education". To improve the quality of education we have to implement the education reforms in our country, to mobilize the financial resources and generating additional resources for financing primary education in Pakistan.

The 'quality of education' is a crucial problem and our top priority at this stage, we have either to improve or revise the whole infrastructure of our education system. This group recommended the following suggestion:

- i) **Teacher:** Teacher is the pivot around which the entire educational system revolve. To improve the quality of teacher means to improve the quality of education.
- ii) Inservice training of atleast one month duration may be arranged after regular interval of 3 years.
- iii) **Teachers incentive:** The quality teachers as proposed should be given BPS-12 in order to make them financially sound. Additional increments may also be given for higher qualification. Teachers serving in rural areas may be given "rural area allowance" at the rate of 20%. The existing disparity in the other allowances between rural and urban may also be removed. Husband and wife may be given full house rent and other allowance. Special quota for teachers son and daughter at the rate of 5% may be reserved in all professional institutions and in recruitment as well as political infrastructure in policy matter, recruitment and transfer may be absolutely stopped. Students-Teachers ratio may be bettered. 1.25% ratio will be very much.

B. Physical Facilities:

- i) **Building:** Proper accommodation facilities may be provided to all the primary schools, according to the number of sections. Lavatory, drinking water, electricity and gas supply may be provided.

- ii) Equipment: Adequate furniture, equipments and material and library books may be supplied to each primary school.
- iii) Staffing: T T & PET, Chowkidar and sanitary worker for full time may be appointed.

Schools building should be designed according to the needs of the community and may be constructed at proper locations in terms of hygienic conditions.

C. Curriculum:

- i) It should commensurate with the national objectives of education and the local needs of the community.
- ii) The existing number of the text book should be reduced and an integrated syllabi be designed according to the mental age level of the students.
- iii) Time table should be flexible.
- iv) Teachers may be fully conversant with the objectives of the curriculum and the demands of the nation, keeping in view the social environment of the school.
- v) Books may be written by the working teachers on the field staff.
- vi) No frequent changes should be made in curriculum. Innovative techniques like 'learning modules' may be encouraged.

Community Involvement:

The community may be involved in the school activities as enlisted below:

- a) In school timings.
- b) Teaching in the absence.
- c) In organizing various functions.
 - i) in school students achievements;
 - ii) in work evaluation;
 - iii) in school management.

Management:

The existing management and planning also require a change:

- i) In its set up/organization.
- ii) In the way of supervision/guidance.

In each case formative and summative research is essential.

ANSWERS FOR QUESTIONS

- 1 Policy options for improving quality of education at primary level have been given above.
- 2 Suggestions regarding policy options have been given in detail above. The following factors will influence the implementation of the policy:
 - i) Political interference.
 - ii) Instable government.
 - iii) Pressure group.
 - iv) Social Taboos.
 - v) Religious beliefs.
 - vi) Financial constraints.
3. If research properly and un-prejudicially conducted, and the findings of the research is sincerely implemented, it will positively and powerfully enhance the quality of primary education

Answers of the questions regarding the use of research for policy making.

- I Yes, but on a limited scale.

Research on learning modules was conducted by the primary education project, N.W.F.P., Baluchistan and Sindh. Seventy Six modules in Science, Maths and Urdu have been developed and floated in the project covered areas in the three provinces. The evaluation and monitoring has been conducted by the concerned bureau of curriculum and education extention services. The outstanding points of research, monitored by them are as under

- a) Very much effective, because these are activities oriented.
- b) Useful due to 100% participation of the students.
- c) On the basis of their recommendations the modules have been inducted in the regular system of education.

Research on Curriculum for Maths was conducted in NWFP Necessary changes were therefore accepted and implemented by the Education Department. Generally speaking there is dearth of research study at primary level, because there are a few research cells at provincial levels The number of research cell improved both in quality and quantity.

II. Research on various aspects of primary education should be undertaken and results made available to planners for necessary incorporation in the policy package for ultimate decision by the government. At present there is lack of interaction and coordination between the researchers and planners. A new mechanism needs to be developed to ensure this interaction.

III. Simply, finding of results of research studies would not serve the purpose, but it should be invariably accompanied by different policy options for attaining the targets.

GROUP-C

Topic: How to improve the Management of Primary Education System.

- Q.I What are or could be the policy options to improve the management of primary education system.
- Q.II. How the policy options mentioned at (I) can be translated into action or how policies can be properly and effectively implemented what factors influence the implementation of policies
- Q.III. How can research results help design & Implement policy to improve the management of primary schools.

Before any policy options are suggested it appears to be desirable to take a look into the existing system of Management of Primary Education at Provincial level (See Annexures)

From the annexures it is obvious that while there is similarity there are differences as well

It is also obvious that at the regional and Divisional level the heads due to their pre-occupations and heavy load of work, hardly ever get a time to visit primary schools. The field officer i.e. the District Education Officer/Deputy Education Officer seldom visit a primary school. This means that the management of primary education entirely depends upon the efficiency and fore-sightedness of SDEOs/DEOs and its supporting staff. The SDOs and Deputy D.O.S. is also entrusted with the responsibility of inspection of Middle schools.

Evidently the existing situation is not very satisfactory. It is therefore, necessary that some changes be made to provide an efficient management system.

The idea of separate Directorate of Primary Education has already been put forward while there are many positive points, none-theless there are bottlenecks as mentioned below:

- a) In urban areas mostly school buildings are shared by primary/Middle/Secondary schools (M/F)
- b) To establish separate Primary Schools in these areas will create a lot of financial burden on the ex-chequer
- c) Shortage of land for schools.
- d) In a separate Directorate an up-ward ladder for the mobility of primary teachers will have to be provided which in turn is likely to create not only extra-financial burden but also many administrative problems.
- e) In AKJ and Balochistan, all Secondary schools are from class I-X, Middle I-VIII along with regular Primary I-V, and its separation certainly to create problems.

After an active deliberation the group agreed that the existing system with some modification can improve a better management system of primary education. The group proposed that one post of DEO (Primary) be created at Distt. level who should be made responsible for supervision management, collection of data etc. The existing SDEOs/Dy.E.O. along with its auxiliary staff be directly under the control of DEO (Primary). At the Regional/Divisional Directorate level one ADDL Dir B-19 be made responsible for coordination planning and supervision. In this way with a moderate expenditure a separate unit for management & supervision will evolve from grass root level.

At Secretariat level the Additional Secretary should be only responsible for primary education who must have experience in primary education. (In Sind, a post of ADDL DEO in each male/female exists and this is likely to be redesignated as DEO Primary)

During the discussion it was pointed out that Divisional Directors in Punjab/NWFP/AJK were working in BS 19 whereas in Sind Regional Directors were in BS-20. It was recommended that the disparity be removed by upgrading them into BS-20. Further more a post of DG/DPI of BS-21 be created.

It was pointed out that one of the major bottle-neck of supervision was shortage of supervisory staff, and lack of necessary physical facilities. It was also observed that Primary schools under different schemes were creating a lot of administrative problems. The group deliberated on these two points and recommended as under:

- i) The organizational set up of the province of Sind was considered to be most effective out of those prevalent and be adopted for uniformity and its effectiveness. This set up will help in the improvement of better management.
- ii) The maximum number of primary schools allotted to AEOs/Supervisor must not exceed 5 as prevailing in Sind.
- iii) Jeeps be provided to SDEOs/Dy. EOs. A group of three female AEOs/Dy. EOs should also get one jeep which they may use by rotation. Further each male AEOs/Supervisor be given motor cycle.
- iv) Appointments/postings be made strictly on merit.
- v) Mosque schools/Project schools etc be ought under the control of SDEOs/Dy. EOs according to their respective jurisdictions. Furthermore, all mosque/project schools be upgraded upto V as a full fledged primary school.
- vi) AEOs be declared as D&DOs of Primary schools under their jurisdiction (max. no 15) as prevailing in Punjab
- vii) Lack of management skill/knowledge in respect of new entrants was also a cause of concern and the group observed that individuals getting promotion from academic side to administrative posts had little knowledge of management. It is therefore recommended that soon after their promotion they must be given a short but comprehensive training of primary school management and supervision.
- viii) Exchange programme of administrators and teachers within the country be made a regular feature.
- ix) Provisions be made for administrators for study tours abroad.
- x) Frequent transfer of officers be avoided.
- xi) Separate Bureau of Curriculum be created from Provincial level to Federal level responsible for only Primary education.

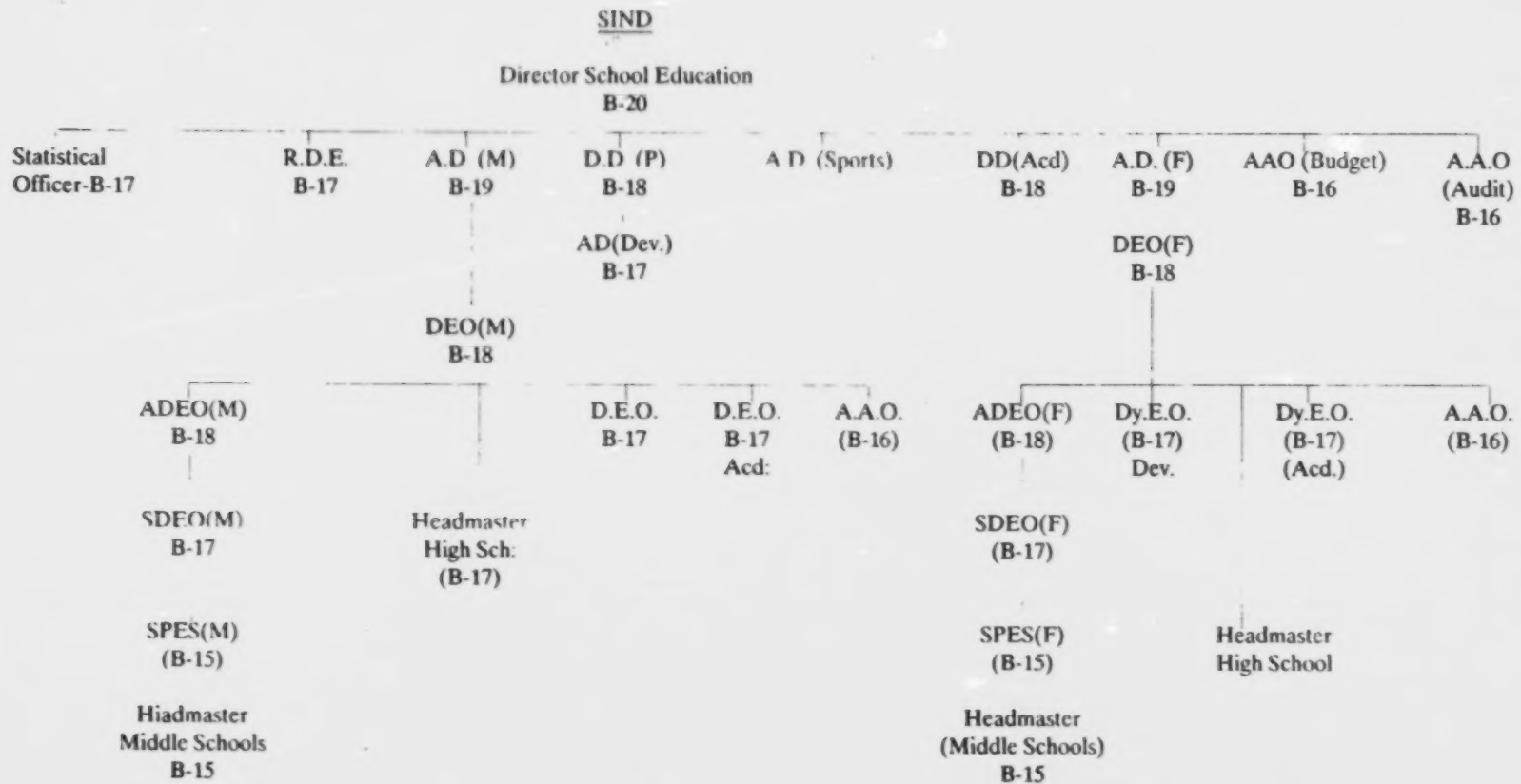
Answers of the Questions

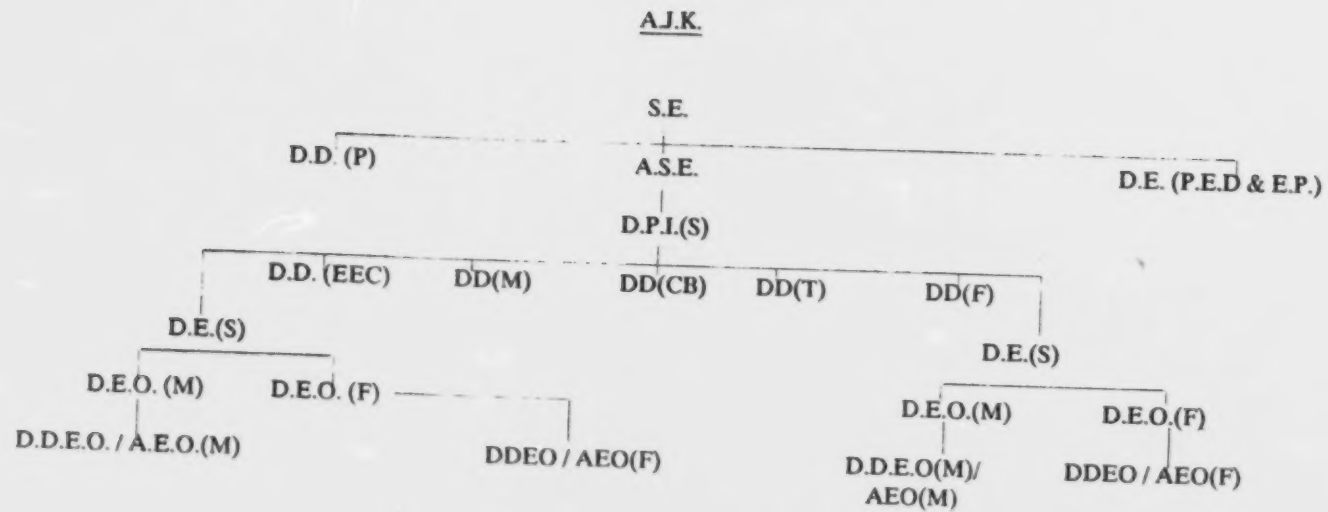
As for as translation of policy options into actions or effective implementations are concerned the following factors must be kept in view

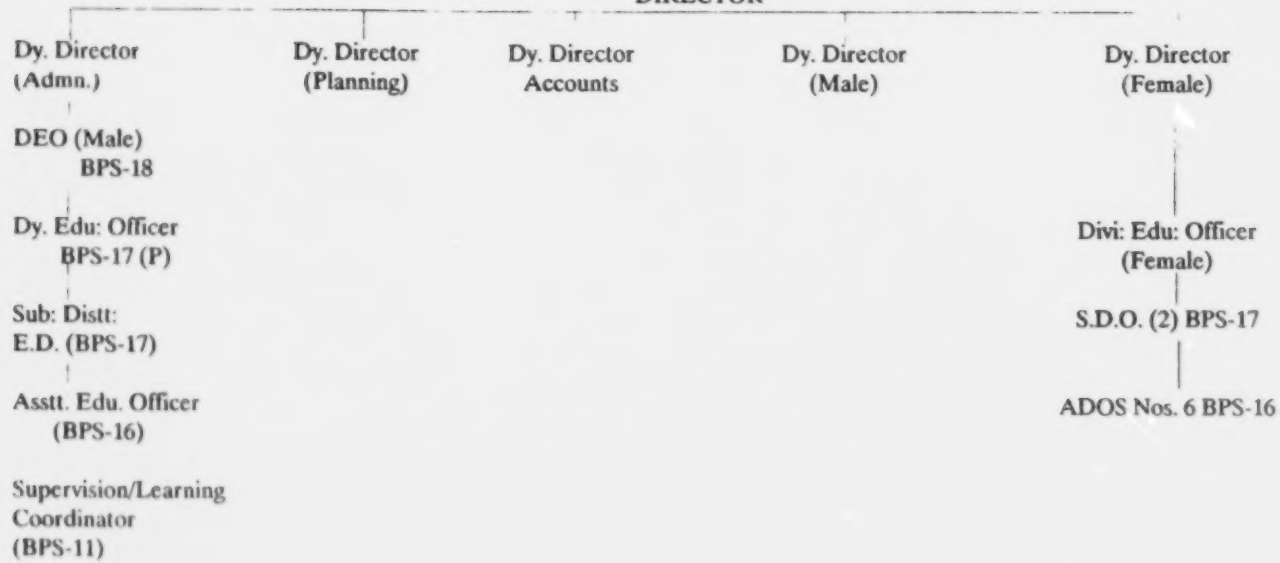
- a) Govt. support is a must
- b) Implementation should not be in piecemeals i.e. one full unit be established alongwith all its auxiliary requirements.
- c) An inbuilt mechanism of periodical evaluation be included in its implementation strategy, so that small bottle necks be removed immediately.
- d) For an activity to be effective it is an established fact that it can never be successful unless we have results based on research and data which are reliable and valid. Just to illustrate the point it is a well known fact that decentralization of powers help in better management alongwith continuous checks and balances at different levels.
- e) Other factors which will influence the implementation of policy are:
 - i) Financial constraints.
 - ii) Social and Cultural Taboos
 - iii) Religion.
 - iv) Political pressure groups.

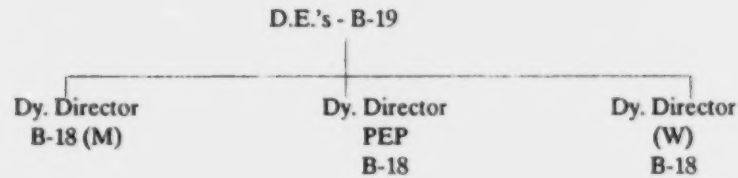
Answers of the questions regarding the use of research for policy making.

- i) The group was unable to pinpoint any specific example where they had used the results of a research for the planning of education. However, in Sindh for the establishment of new school "school mapping" is being used to some extent.
- ii) It is important to take the point of view of those (a) who are going to implement and (b) on whom these results are going to be applied. Further more before application of research results it is necessary to see that they are within the financial resources, are not over ambitious, and are in accordance with prevailing resources/environment and conditions. Inbuilt evaluation system is necessary for policy making and its implementation.
- iii) The results of discussion should always be presented within the frame work of a policy otherwise, it will be of no practical use.

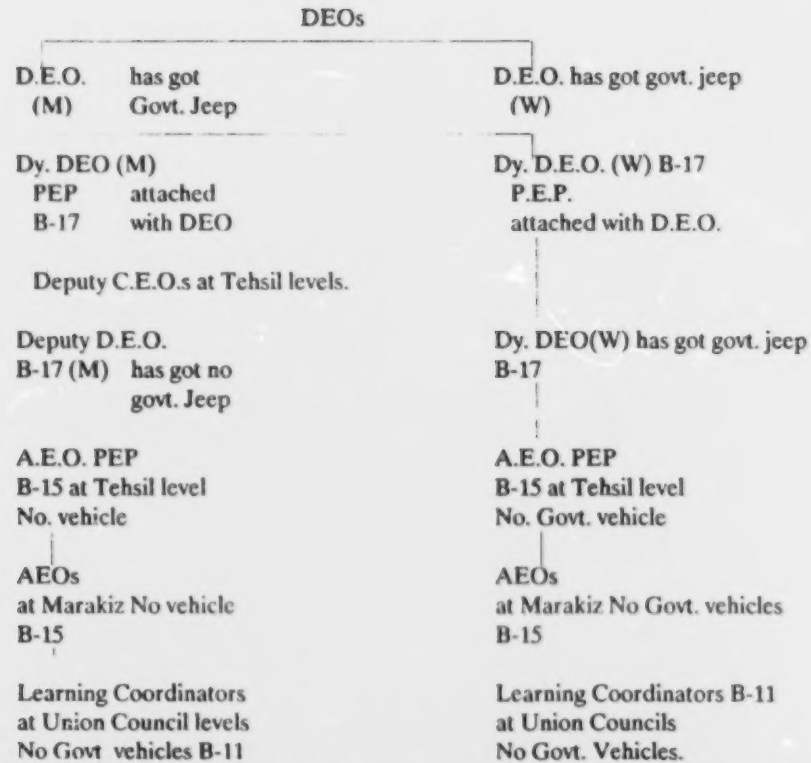




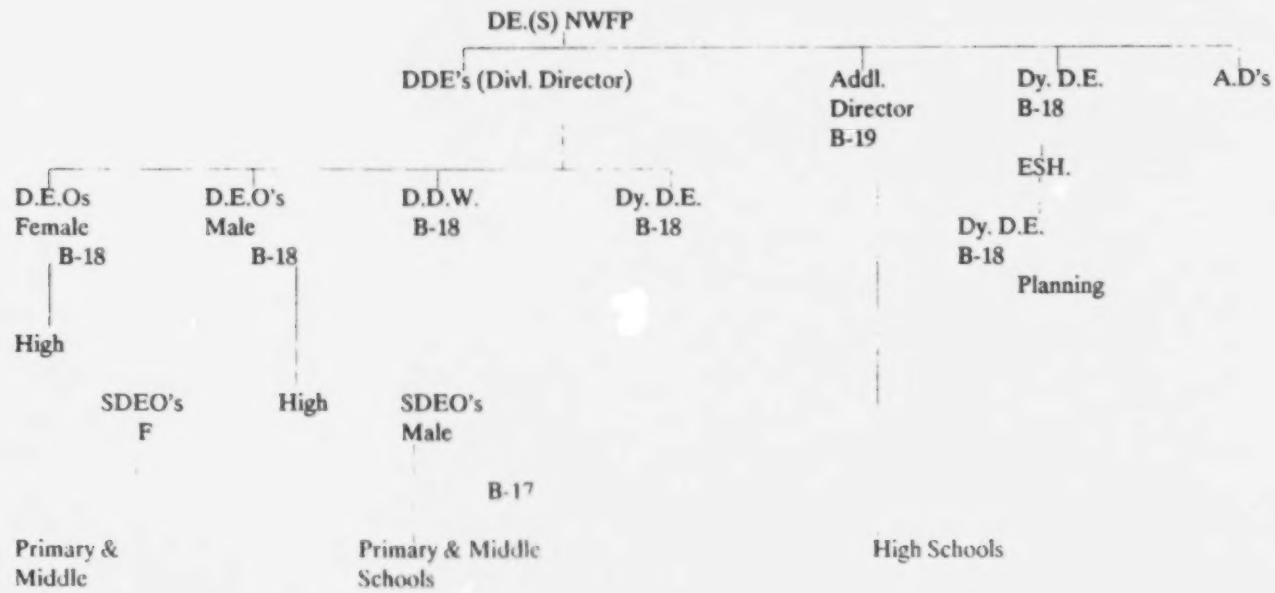
BALUCHISTAN PROVINCESDIRECTOR

PUNJAB ORGANIZATION

B-17 A.D. (Planning & Dev.)
 B-17 A.D. (S)
 B-16 JADB & A
 B-16 AD (G)
 B-16 A.D. Exam.
 B-16 P.D.E.



ORGANIZATIONAL HIERARCHY OF EDUCATION DEPTT:
N.W.F.P. (School Sector)



5 ANNEXURES

5.1 List of Participants**Punjab Government Nominees**

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|---|--|
| 1. Mrs. Asma Gulzar Muhammad Khan
Dy. Directoress (Admn)
Directorate of Education
<u>Rawalpindi</u> | 2. Mr. Muhammad Nawaz Khan
Chief Education
P&D Department
Govt. of the Punjab, <u>Lahore</u> |
| 3. Qazi Abdur Razzaque
Director of Education (Schools),
Dera Ghazi Khan Division,
<u>Dera Ghazi Khan</u> | 4. Mr. Muhammad Mukhtar Sheikh,
Director Public Instruction (Schools),
Punjab, <u>Lahore</u> |
| 5. Mr. Abdul Jalil Malik
Director of Education (Schools)
Faisalabad Division
<u>Faisalabad</u> | 6. Mr. Zafar Ahmad,
Deputy Director (P.E),
Directorate of Education (Schools)
<u>Rawalpindi</u> |

By Invitation

1. Dr. Nighat Agha,
Director NFS Consultants + Teacher,
9 Bridge Colony Abid Majeed Road, Lahore

Sind Government Nominees

- | | |
|--|--|
| 1. Mr. Abdul Ghaffar Siddiqui,
Subject Specialist,
Bureau of Curriculum Sind,
<u>Jamshoro, Sind</u> | 2. Mr. Moula Bux Qureshi,
Director Planning and
Monitoring Cell,
Education Department
Government of Sind, <u>Karachi</u> |
| 3. Mr. Ghulam Rasool Khokhar,
Director School Education,
Hyderabad Sind,
<u>Hyderabad</u> | 4. Mr. Abdul Moeed Farooqi,
Director of School Education,
<u>Karachi</u> |

NWFP Government Nominees

- | | |
|--|--|
| 1. Mr. Mohammad Idrees Khan
Director of Education (Schools)
3/9 Jheel Road,
<u>Peshawar Cantt</u> | 2. Sherin Jan
Project Director
Primary Education-II
NWFP, <u>Peshawar</u> |
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- | | |
|---|--|
| <p>3. Mr. Habibur Rahman,
Divisional Director Education,
Malakand Division,
Gul Kada, <u>Saidu Sharif</u></p> <p>5. Miss. R. A. Bhatti,
Addl. Directoress Schools
Education Directorate,
<u>Peshawar</u></p> <p>7. Syed Abu Saeed,
Director of Education(S)
Mardan Division
<u>Mardan</u></p> | <p>4. Mr. Buner Khan,
Ex-Divisional Director Education,
Divisional Director
N&W released, <u>Distt Swat</u></p> <p>6. Mr. Bashir Hussain,
Divisional Director of Education
D.D.E. (S) Kohat
<u>305-A, KDA, Kohat</u></p> <p>8. Mr. Ata-ullah Jan,
Director Education (Schools)
D.I. Khan Division
<u>D.I. Khan</u></p> |
|---|--|

Balochistan Government Nominees

- | | |
|---|---|
| <p>1. Malik Ijaz Ahmed,
Deputy Director Education
Directorate of Education
Shahwak Shah Road, <u>Quetta</u></p> <p>3. Mr. Muhammad Azam Kasi,
Chief of Section, P&D Deptt.,
Govt. of Baluchistan, <u>Quetta</u></p> | <p>2. Mr. Mohammad Naseer Khawaja
Project director
Primary Education, Project II
Balochistan, <u>Quetta</u></p> |
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Federal Area

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| <p>1. Mr. M.B. Cheema
Dy. Director
Federal Education Directorate
<u>Islamabad</u></p> <p>3. Ms. Tahira Abdullah
Project Officer/SDF
USAID/P.O.Box 1028,
Islamabad, Pakistan</p> <p>5. Mr. Bashir Pervaiz
World Bank, <u>Islamabad</u></p> | <p>2. Mrs. Surraya Beg,
Deputy Directoress
Federal Directorate of Education,
<u>Islamabad</u></p> <p>4. Ms. Naheed Aziz
Programme Officer,
Women's Issues,
C/o UNICEF 12-D East,
SNC Centre,
Blue Area, <u>Islamabad</u></p> |
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AJK Government Nominees

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| <p>1. Raja Abdul Hamid Khan
Divisional Director (Schools)
C/O D.E.O. Muzaffarabad,
<u>Mirpur, AJK.</u></p> | <p>2. Mr. Sabir Bokhari
Dy. Director/Incharge
Planning Cell, Muzaffarabad.
<u>AJK.</u></p> |
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3. Mirza Mohammad Bostan
Divisional Director (Schools)
Muzaffarabad Division
Muzaffarabad, AJK.

4. Mr. Mohammad Ayyub Khan
Director Public Instruction, (Schools)
Azad Govt. of the State of
J&K, Muzaffarabad.

Federal Area:

5. Dr. Sarah Tirmizi
Economist & Project Officer (A)
PEDA, C/O USAID P.O. Box 1028
Res: (21, ST. 20, F-7/2)
Islamabad.

5.2 Schedule of Bridges-Pakistan Conference JULY 18-20, 1989

July 18, 1989 (Tuesday)

<u>Theme</u>	<u>Time</u>	<u>Resource Person</u>	<u>Chairperson</u>
Theme-I The uses and limits of compulsory primary education	11:30-12:30 A.M	Mr. Niaz A. Erfan	Dr. Noel McGinn
Theme-II Financial Powers of Local Bodies in raising local taxes in relation to generation of resources for education	12:30-01:30 P.M.	Dr. Abdul Ghafoor	Dr. Donald Warwick
Theme-III Staggered school time table and vacation schedule	02:30-03:30 P.M.	Mrs Razia Shah Mr. M. Akram Khawaja J.E.A.	Dr. Munir Ahmad
Theme-IV Generating additional resources for financing primary education in Pakistan	03:30-04:30 P.M.	Dr. Ghulam Farid Malik	Dr. Abdul Ghafoor
Theme-V Decentralization of Teacher Training in Pakistan	04:30-05:30 P.M.	Prof. M. Afzal Dr. Asif Iqbal Dr. R. A. Farooq	Dr. M. Zaman Chairman, LAMEC

July 19, 1989 (Wednesday)

Theme-VI Monetary Incentives for Rural Female Students in Pakistan	09:00-10:00 A.M.	Dr. Nuzhat P. Chaudhry Dr. Attaullah Chaudhry	Dr. Sarfraz Khawaja
Theme-VII Making the School into Community Centres	10:00-11:00 A.M.	Mrs. Razia Abbas	Dr. Nighat Agha

<u>Theme</u>	<u>Time</u>	<u>Resource Person</u>	<u>Chairperson</u>
Theme-VIII School Characteristics and Student Achievement	11:30-12:30 A.M.	Dr Noel McGinn Dr Fernando Reimers	Mr Ahmad Sadiq
Theme-IX Teacher Characteristics and Student Achievement	12:30-01:30 P.M.	Dr Donald Warwick Dr Fernando Reimers	Dr W.M. Zaki
Theme-X Language of Instruction and Student Achievement	02:30-03:30 P.M.	Dr Noel McGinn Dr Fernando Reimers	Dr M.A. Bhatti
Theme-XI The Implementation of Educational Reforms in Pakistan	03:30-04:30 P.M.	Dr Donald Warwick Dr Noel McGinn	Dr Abdul Aziz Khan

July, 1989 (Thursday)

- Group Work, Reports finalization
and Presentations
- Concluding Ceremony

SECTION "B"

THE USES AND LIMITS
OF
COMPULSORY PRIMARY EDUCATION

BY
NIAZ M. ERFAN
JOINT EDUCATIONAL ADVISOR
GOVERNMENT OF PAKISTAN
MINISTRY OF EDUCATION
ISLAMABAD

THE USES AND LIMITS OF COMPULSORY PRIMARY EDUCATION

NIAZ M. ERFAN

JOINT EDUCATIONAL ADVISOR
MINISTRY OF EDUCATION

1. Introduction:

Compulsory Primary Education through legislation has sometimes been resorted to in the past, in Pakistan and elsewhere, as a strategy for universalization of Primary Education but it could not achieve the targets it was intended to achieve and, with the passage of time, the zeal and enthusiasm of the powers that be for its enforcement, cooled down, nobody worrying over its violation and making the legislation a dead document. We must, therefore, have a closer look at the various efforts to achieve universalization of primary education through legislations for Compulsory Primary Education in some countries in the region as well as in Pakistan in order to avoid, in future, the mistakes which led to the failure of the efforts in the past. In making this general survey, the historical background of legislations on compulsory primary education in the context of what has now come to be known as the South Asian sub-continent, including Nepal and Sri Lanka which have a common British colonial back-ground, should be of special interest as the history of education in the 5 countries, i.e. Pakistan, Bharat, Bangladesh, Nepal and Sri Lanka, has moved in the parallel directions and has many common features.

1.2. Historical Background:

In Eighteen Century when the East India Company took over the reins of Government in the Indo-Pak Sub-Continent there was a well developed indigenous system of education prevalent here. However, there was no formal well connected educational system supported by the Government. Education was being imparted in the educational institutions which were run voluntarily mostly by individuals and sometimes by societies. These institutions were known as Madrasahs and Maktabas in the case of Muslims and Pathshalas in the case of Hindus, where children of only well to do families or those interested in religious education received education. There was, therefore, no concept of education for all, not to speak of any compulsory education.

1.2.2 Well known Lord Macauley, in his minutes of 1835, laid down Government funding of some sort of educational system for the East India Company where-in the concept of a well knit school system, supported by the Government, was put forward.

1.2.3. The idea of Primary education in the Sub-Continent has its roots in the Wood's Education Despatch of 1854, where-in a graded school system was recommended, right from the Primary education at the bottom to the University education at the top, the college education being in the middle. The grants-in-aid for indigenous Madrasahs and Pathshalas were also recommended.

1.2.4. In the year 1882 Lord Ripon, Viceroy of India, appointed the Indian Education Commission to take stock of the state of development of Education in the Sub-Continent after Wood's Despatch of 1854. This commission recommended that the control of primary education should be given to local bodies i.e. District Councils and Boards. The local bodies were supposed to raise the funds by levying local taxes and tuition fees. The Central Government was also to give grants-in-aid. According to the recommendations of the Indian Education Commission, primary education was to have almost exclusive claim on the funds of the local bodies and large

claim on the provincial budgets. The Education Commission, inter alia, recommended a measure of elasticity in school timings depending on the season of the year. However, the recommendations of this commission were only partially implemented, in so far as local bodies did not receive grants-in-aid for primary education. The indigenous schools either died out due to neglect or were merged in the Government Primary Schools.

1.2.5. Some improvements in the field of Primary Education were witnessed during the period from 1882 to 1902, for example construction of school buildings, training of primary school teachers, admission of girls and children of poor people in the schools and the provision of printed primers. Lord Curzon who was appointed Viceroy of India in 1899 framed the policy of giving large amounts of grants-in-aid to primary schools. Privately run primary schools also benefited from this policy. This resulted in remarkable development in the field of primary education. This is borne out by the fact that the number of primary schools in the then India rose from 82916 in the year 1881-82 to 93604 in 1901-02 and to 1,18,262 in the year 1911-12. Similarly enrolment in the primary schools increased from 20,61,541 in 1881-82 to 30,76,671 in 1901-02 and 48,06,731 in 1911-12.¹

1.2.6. In the decade beginning from 1910 efforts were made for the acceptance of the Principle of Compulsory Primary Education. Mr. G. K. Gokhale and some other leaders made efforts for this cause. As a result of these efforts the Provincial Governments which came into existence under the Government of India Act, 1919, passed Compulsory Primary Education Acts. In the decade from 1917 to 1927, most of the Provinces of the Sub-Continent, specially the more developed ones, passed Compulsory Primary Education Acts. However, these were to be implemented mostly for boys in comparatively more developed and urban areas. The first province to get Compulsory Primary Education Act, in the region now forming Pakistan, was the province of the Punjab. Rules for the enforcement of the Act were framed in 1926 as a result of which there was tremendous increase in the number and enrollment of schools as well as expenditure on primary education.

1.2.7. According to the findings of the Hartog Committee on Education, appointed in 1929, to review the position of primary education, in spite of the increase in the number and enrollment of Primary Schools, there was no proportionate increase in literacy because of the large number of drop outs. The Committee recommended certain remedial measures, one of which was four year primary course.

1.2.8. The Sargent Plan for Education Improvement was prepared in 1944. The plan recommended pre-primary education for children between three to six years of age and universalized, compulsory free primary education for children between the ages of 6 to 14 years. The target was to be achieved in a period of 40 years. But this plan remained un-implemented due to the departure of the Britishers from the sub-continent in 1947.

1. HISTORY OF EDUCATION IN INDIA DURING THE BRITISH PERIOD: SYED NURULLAH AND J.P. NAIK, DELHI, MAC MILLAN & CO. LTD., 1943, P 417.

1.3.1. LEGISLATIONS ON COMPULSORY PRIMARY EDUCATION IN THE COUNTRIES OF THE REGION:

India:

As a result of the constitutional scheme contained in the Government of India Act, 1919, Compulsory Primary Education Acts were passed in more developed provinces between 1918 and 1931. Compulsory Primary Education Acts were passed in 5 provinces between 1918-1930, 9 other provinces and 3 centrally administered areas, after 1947. The compulsion covered only boys.

1.3.2. Bangladesh:

Bangladesh inherited the Bengal Compulsory Primary Education Act 1919 and Bengal (Rural) Primary Education Act 1930. No Act was passed thereafter. In these Acts compulsion was applicable to boys only. The Act is not being enforced although it has not been repealed.

1.3.3. Nepal:

A programme for making Primary Education free and compulsory was started in the decade 1960-70. Records indicate that the programme was fairly successful in enrolling children of Primary School age but various technical difficulties made strict enforcement of the compulsory aspect impossible. The programme was abandoned in 1971. Presently attention is focussed on free and universal primary education rather than on efforts to impose compulsory education for topographical, financial and managerial reasons.¹

1.3.4. Sri Lanka:

Compulsory Primary Education was provided in the Town schools ordinance of 1906, and the Rural Schools ordinance of 1907. Compulsion was imposed on children residing within a radius of 3 miles.² Attendance officers were appointed to oversee the enforcement of the legislations. However, a gradual approach was favoured.³ The compulsory primary education scheme was reinforced through "The Education Ordinance of 1920" under which control of Compulsory Primary Education was entrusted to District authorities. Further ordinance was promulgated in 1939 to make detailed provisions for regulating compulsory primary education. However, some exceptions were made which "defeated the very object of law."⁴ Gradually the policy of persuasion rather than compulsion came to be adopted and the appointment of Attendance Officers was discontinued. It is however, generally admitted that "the legislation for compulsory education in Ceylon, inspite of certain inherent weaknesses, has contributed in a large measure, to the promotion of elementary education." It led to a rise in participation rate and literacy rate in Sri Lanka.

1.3.6. Indonesia:

The creation of introductory course to compulsory education, a form of simple primary school, was established on a large scale in 1950s.

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1. TOWARDS UPE IN ASIA AND THE PACIFIC-COUNTRY STUDIES - NEPAL, ADEID, UNESCO REGIONAL OFFICE FOR EDUCATION IN ASIA AND THE PACIFIC, BANGKOK, 1984.
 2. IBID, SRI LANKA.
 3. EDUCATION IN CEYLON - A CENTENARY VOLUME PART II, COLOMBO, MINISTRY OF EDUCATION AND CULTURAL AFFAIRS, 1969.
 4. SESSIONAL PAPERS NO. VII, 1946, GOVERNMENT PRESS, COLOMBO, 1946 P, 7.

Indonesia has Education Fundamentals Act according to which a child aged six years is entitled to receive education, while a child aged eight years is obliged to attend school for six years. Efforts are being made to make primary education compulsory.¹

1.3.7. Papua New Guinea:

"There can be no law for compulsory primary education in Papua New Guinea as long as the country cannot provide access to schooling for all its children. A province can draw up legislation for compulsory education in areas where it regards facilities as adequate for the school age population but enforcement of such policy at present could be extremely difficult."²

1.3.8. China:

The First 5 Years Plan (1953-57) contained the provision that primary education should have the character of national compulsory education. The number of years set for compulsory education would be extended step by step. The aim was to achieve UPE by 1990.

1.3.9. Phillipines:

National law requires that all parents enrol their children in school at the age of seven or six and a half if they have attended pre-school.

1.3.10. Republic of Korea:

The 1949 constitution has the provision for compulsory elementary education "All citizens shall have the right to receive an equal education corresponding to their abilities.....Compulsory education shall be free."³

1.4. HISTORY OF COMPULSORY PRIMARY EDUCATION IN PAKISTAN:

In the areas, now forming Pakistan, Compulsory Primary Education Acts were passed only in two provinces viz. Punjab and Sind, before the establishment of Pakistan. Even after the creation of Pakistan when one unit of West Pakistan was brought about, merging the four provinces and states an ordinance on compulsory Primary Education was issued and enforced only in these two provinces.

1.4.1. The Punjab Primary Education Act, 1919:

The first ever enactment on Primary Education in the provinces now forming Pakistan was passed in the united Punjab in 1919 entitled as "The Punjab Primary Education Act 1919" (Appendix I).

It is a small document, comprising two parts: part one has 8 sections, while part two has 11 sections. Thus the Act has in all 19 sections.

The Act was passed by the then Lieutenant Governor Punjab in Council and was formally assented to by the then Governor General India on 7 April, 1919 and came into force with retrospective effect from 1st May 1919, through the Punjab Primary Education (Enforcement) Act, 1926.

1. TOWARDS UPE IN ASIA AND THE PACIFIC "APEID, UNESCO, BANGKOK. P. 511.
 2. IBID.
 3. IBID.

The Acts empowered the Local authorities (the local bodies i.e. District Boards, Municipal Committees, Town Committees, Cantonment Board) to call special meetings for recommending to Government enforcement of compulsory primary education on the population falling within their jurisdiction by passing resolutions in this behalf by 2/3rd majority.

Each Local Authority had to appoint a "School Attendance Committee" which was to watch the enforcement of the act on all children of 6-11 years age group. Primary education comprised Class I-IV. However, certain sections of society could be exempted.

Punishment provided in the Act against parents, not sending their children to school (provided it was situated within a radius of 2 miles from home) was a fine of upto Rs. 5/-, whereas punishment against the employers of such children as paid or unpaid labourers was upto Rs. 25/-.

The local authority enforcing the compulsory education was empowered to impose education cess with the permission of the Local Government and Education Department.

The Local Authority concerned was to arrange necessary facilities in the form of buildings, teaching staff and equipment in the schools in its jurisdiction.

1.4.2. The Punjab Primary Education Act, 1940:

It is again a small document comprising 4 parts (Annexure II). It was passed by the Governor in Council and assented to by him on 25th February, 1941, and it was first published in the Gazette Extra-ordinary of the Government of the Punjab on 3 March, 1941. An interesting feature of this Act is that in part III, Sections 16 to 21, provisions have been incorporated to bring the girls of specified areas under the umbrella of compulsion. The school going age under this Act was 6-12 years and 6-11 years for boys and girls respectively. The Act has in all 22 sections, the last being merely repeal of the Punjab Primary Education Act, 1919. so far so good, but unfortunately in actual practice these provisions were never enforced by any local body which could be done through a resolution passed by 2/3rd majority. Therefore, it remained a mere wishful thinking. This Act also like its predecessor empowered local authority to recommend, by 2/3rd majority, to the Provincial Government, the enforcement of the compulsory primary education, on boys of 6-12 years age and girls of 6-11 years age.

Government could exempt any classes, communities or areas from the enforcement of compulsory primary education.

The Act made it obligatory for a parent/guardian residing in the area of compulsion to send the child to school provided the child had not attended an equivalent course.

Exemption from compulsory attendance was allowed if there was no recognized school within a distance of 2 miles, or if the child was physically or mentally incapacitated.

Penalty for default to send child to school was a fine of upto Rs. 15/-, whereas penalty for employing a child of school going age for work during school hours was fixed as Rs. 25/-.

Government had the power to appoint School Attendance Authority for the area of compulsion to take cognizance of violation of Act by parents, guardians or employers of child labour.

1.4.3. The Sind Primary Education Act, 1947:

The Act was an adoption with adaptation of the Bombay Primary Education Act 1923 and its enforcement started through a gradual process in the entire province of Sind w.e.f. 1st April, 1948. It was later amended in 1955. It has in all 31 sections.

Education was divided into two stages for the purpose of compulsion i.e. 'elementary education' from class I to class IV and 'primary education' from class I to VII. As such it was open to a local authority to make elementary or primary education compulsory.

More functions were assigned and powers delegated to the Education Department in this Act.

The overall control of Primary Education was entrusted to the Provincial Government through provincial Board of Primary Education, headed by the Education Minister.

For the enforcement of the provisions (section 15-30) compulsory Primary Education District Advisory Committees were constituted in the Districts, where compulsory primary education was made applicable by the Provincial Government, for children of 5-12 years age group.

Children could be excused from attending schools on grounds of infirmity, unsatisfactory alternate arrangements or the absence of school within specified radius as also on religious grounds.

The Director of School Education or an officer authorised on his behalf was empowered to sue the parents or employers of child labour violating the provisions of the Act.

The penalty provided against the parent not sending his child to school was 14 days simple imprisonment or a fine not exceeding Rs. 50/-. If the parent persisted in default a fine of Rs. 1/- per day was imposed. Penalty for employing child labour was a fine not exceeding Rs. 50/-.

The Local Authorities could levy education cess to collect funds necessary for the enforcement of provisions of the Act.

1.4.4. The West Pakistan Primary Education Ordinance, 1962:

The West Pakistan primary education Ordinance, subsequently amended vide the West Pakistan Ordinance 1964 (December 3, 1964) was promulgated w.e.f. June 5, 1962 - Primary education was defined as education from over by the Provincial Government under this ordinance (Annexure-IV).

Under the provisions of this ordinance District Primary Education Committees were constituted.

Chapter IV (Sections 17-20) related to Compulsory Primary Education. According to this Ordinance Government could enforce compulsory primary education in any District or part thereof.

Children could be excused from the attendance of schools, on the grounds of physical or mental infirmity or non-existence of recognized school within a particular distance or if the child was receiving efficient education under any other system.

Cantonment Boards, Municipal Committees, Town Committees or Union Councils were designated as School Attendance Authorities for the enforcement of the provisions of compulsory Primary Education Ordinance in their respective areas and they could sue parents and persons violating the Act.

Penalty imposed on parents not sending children to school or employing children as labourers was a fine not exceeding Rs. 50/- and thereafter a fine of Rs. 5/- per day of default.

The provision of buildings and their maintenance was made the responsibility of the local authorities.

The ordinance is quite comprehensive as it has for the first time thought of plans for the development of education.

Minor amendments in this Act were made in 1964, but these amendments were repealed in 1970, which was necessitated by the break up of the one unit and revival of provinces. Therefore, the Primary Education Ordinance 1962 as amended in 1964 is the Act in force in Punjab and sindh.

Each of these legislations contains two or more parts, only one or two of these pertain(s) to compulsory primary education, the other parts are concerned with the control, regulation and development of primary education as such.

1.5. COMPARISON OF LEGISLATIONS:

It will be instructive as well as interesting to compare some of the most important provisions of the legislations on Compulsory Primary Education (Table-1).

1.6. Survey to Find Out Enforcement of Legislations on Compulsory Primary Education:

To make my study on the position of enforcement of the previous legislations on compulsory primary education reliable I conducted a survey through the District Education Officers, male as well as female, through-out the country. I developed a proforma (Annexure-V) to obtain the relevant information.

Out of about 92 Districts in the country replies were received from only 33 District Education Officers, mostly in Punjab and Sindh. It was heartening to note that a large number of female District Education Officers in the Punjab showed keen interest and responded to the query. No reply was received from the province of Baluchistan. Information about Azad Jammu and Kashmir (AJK), Federally Administered Northern Areas (FANA) and Federally Administered Tribal Areas (FATA) was collected from other sources. The position regarding the enforcement is given in the next section. District Education Officers from 15 Districts have also sent suggestions in connection with the compulsory primary education. Most of them asked for the enhancement of their grades in order to raise their status and to lend respectability to the post. Suggestion for the provision of facilities has also been given by most of them. All of them have unanimously demanded strict enforcement of legislation and application of the penalties in right earnest. Some of the District Education Officers have supplied copies of forms, Court notices etc. which were used in the enforcement of the Compulsory Primary Act. They are all in Urdu. We also have with us how the Compulsory Education Officers either through the village Headmen or through the school teachers used to collect information regarding the population of localities and the number of primary school age children whose lists were prepared annually, locality-wise. Defaulters were located by comparing the figures of the registers of births and deaths and the registers of admissions and withdrawals. So we know the whole procedure for enforcing compulsory primary education and in case of the enforcement of a new Act we can use it with minor amendments.

TABLE - 1

S.No	Provision	1919 Punjab Act	1940 Punjab Act	1947 Sind Act	1962 West Pakistan Act
1	2	3	4	5	6
1.	Definition of "Child"	Boy of 6-12 years age	Boy of 6-12 years age	Elementary education: Boy or girl of 5-12 years age. Primary Education : Boy or Girl of 5-14 years age.	Boy or girl of 5-14 years age
2.	Definition of "Primary Education"	Class I to 4	Boy class I to 4 Girls class I to 3	Elementary education Class I-IV Primary Education : (Class I-VII)	Class I to 8
3.	Minimum distance of school from residence.	2 miles	2 miles	Not specified in the Act	Not specified.
4.	Definition of "School Attendance Committee"	To be appointed by the Local Authority or Local Body of the area of compulsion.	The local authority/Local Body of the area of compulsion if appointed by Govt. or a person or a body of persons appointed by the Local Authority if authorised by Govt.	Director of Education or an officer authorised by him	Cantonment Board, Municipal Town or Union Committee or Union Council.
5.	Parent/Guardian	Parent includes any body who has the custody of the child and is responsible for his upbringing.	*Guardian means any body who by law, natural right or by established tradition is responsible for the protection, upbringing or looking after of the child or who has accepted this responsibility entrusted by authority.	Parent includes a guardian or any person who has the custody of child	Parent includes a guardian or any person who has the custody of a child
6.	Reasonable excuse for non-attendance of school.	a) No recognised school exists within a radius of 2 miles from the residence of the child.	a) Same as under 1919 Act.	a) Sickness, infirmity or any other un-avoidable excuse.	a) The child is prevented from attending school by sickness, infirmity or other unavoidable cause.

1	2	3	4	5	6
		b) The School Attendance Committee exempts a child on religious grounds.	b) No recognised school exists within a radius of 2 miles from the residence a school in which it is compulsory to perform such religious rituals where such instruction is compulsory which is against the liking of the guardian of child.	b) Child is receiving efficient education elsewhere or has completed elementary or primary education.	b) A child is receiving otherwise than in recognised school, instruction which in the opinion of the District Inspector/Inspectress of schools is efficient.
		c) It has been proved to the satisfaction of the School Attendance Committee that he is receiving good education under some other system of education.	c) Same as under 1919 Act (c)	c) Non existence of approved school within specified area.	c) There is no recognised school within a distance to be fixed by Govt. and measured according to the nearest route from the residence of the child.
		d) That the boy has been granted temporary leave for absence from school in accordance with regulations framed by the local authority on the ground of illness, or some other sufficient ground.	d) Same as under 1919 Act (d) with minor variation of wording.	d) Refusal of admission in an approved school.	d) After due application to a recognised school to which he can be admitted within the distance fixed under clause.
		e) That it has been proved to the satisfaction of the School Attendance Committee about the boy that he is permanently incapacitated from attending school on account of permanent physical weakness or mental defect.	e) The child is unable to attend school on account of some physical or mental defect.	e) Non existence of approved school imparting language of child.	e) The District Inspector/Inspectress of schools is satisfied that by reason of the child's mental incapacity, it is not desirable that the child should be compelled to prosecute his/her studies.

1	2	3	4	5	6
			f) The age of child at the time of his school attendance is more than 11 years.	f) Non existence of approved school imparting religious education other than that of child's parents.	
7.	Offences and Punishments	a(i) Under section 9(2) the school attendance committee was required to fix minimum hours in a day and minimum days in a month for which the child must attend the recognised school failing which parents were held responsible for violation of the Act. ii) Under Section 13 of the Act, punishment awarded to parents for failure to cause child (ren) to attend school, in a Magistrate's court was a fine not exceeding Rs. 5/- b(i) It was also offence to employ whether on wages or without wages, a child of school going age, during school hours. ii) Under Section 14, punishment awarded to such employer of child labour was a fine not exceeding Rs. 25/-.	a(i) Under section 8(2) and 16(2) the Local Authority was required to fix such days in a month and such hours in a day when the child must attend the school failing which the guardian was held responsible for the violation of the Act. (Note: Section 8 to 15 in part II deal with provisions applicable to boys and section 16 to 20 in Part III similarly deal with provision applicable to girls). ii) Under Section 12 and 18 of the Act punishment awarded to guardian not causing child to attend school was a fine not exceeding Rs. 5/-. b(i) It was an offence to employ whether on wages or without wages, a child of school going age during schools hours.	a(i) Under section 19(1) every parent was required to send child to approved school till he passed elementary examination. b(i) It was an offence to employ a child. ii) Under Section 23(i) the penalty for employing child was fine of Rs. 50/-.	a(i) Under section 17(2) in an area of compulsion the parent of a child residing within such area shall, except in the case of a reasonable excuse, cause the child to attend a recognised school until the child had completed the primary education course. ii) Under Section 20 (1) punishment awarded to a parent for not causing child to attend school even after warning was a fine extending upto Rs. 50/- and Rs. 5/- for every day after conviction for which the failure continued. b(i) It was offence to employ a child of school going age, whether on wages or without wages, during school hours. ii) Under Section 20 (2) of the Ordinance punishment for employing child even after warning was a fine extending to Rs. 50/- and a further fine extending upto Rs. 5/- for every day after conviction for which violation continued.

1.7. ENFORCEMENT OF LEGISLATIONS:

From the survey conducted to find out the position of enforcement of various legislations in the two provinces of Paksitan i.e. Punjab and Sind the following two points have come to notice:-

- (i) The two Punjab Compulsory Primary Education Acts of 1919 and 1940 covered only boys residing within a radius of two miles of an approved school, and were enforced as such whereas the Sind Compulsory Primary Education Act, 1947, provided for compulsory primary education of children of both sexes but was enforced only for boys. Even the West Pakistan Primary Education Act 1962 had provision for its application to boys and girls, but in practice it was never made applicable to girls.
- (ii) In the Punjab, bye laws to implement the Act, were made in 1931, twelve years after the original Act was passed in 1919 and five years after the enforcement Act was passed in 1926. In Sind the Act was enforced in 1948, one year after it was passed in 1947, and bye-laws were made quickly.
- (iii) In the Punjab compulsory primary education was actually enforced in ten Districts i.e. Cambellpur (now Attock), Rawalpindi, Mianwali, Gujrat, Lyallpur (now Faisalabad) Jhang, Sheikhupura, Montgomery (now Sahiwal), Shahpur (now Sargodha) and Dera Ghazi Khan. The District Boards of these Districts accepted the enforcement of the provisions of compulsion through resolutions passed by 2/3rd majority. In the case of Sind, primary education was provincialised through this Act and enforcement was made by the Education Department for all the Districts of Sind. However, a Provincial Board of Primary Education was constituted with the Education Minister as its Chairman.
- (iv) Compulsory Education Officers in Class III of service at the concerned District Headquarters were appointed. In Sind in some cases where the compulsory Education officers were not appointed, the charge of the post was given to the District Inspector of Schools. He used to be delegated Magistrate Class III powers. The posts do exist even now in both the provinces. In 1983 the posts were placed in B-9. Apart from this, School Attendance Committees were constituted with 5 members in each District. The Secretary of the Committee was usually also appointed School Attendance Officer. Separate person could also be appointed as School Attendance Officer. This post was placed in Class III but in a scale lower than that of the Compulsory Education Officer. Now the posts are placed in B-7 and can move over to B-9. Headmaster of the Primary School or a senior teacher often used to be appointed as School Attendance Officer. Some times a separate person used to be appointed against this post. In Sind the post has rightly been redesignated as School Attendance Assistant as it was a misnomer to call an employee in B-7, an officer.

The West Pakistan Primary Education Ordinance 1962 as amended in 1964 which after break up of the one Unit has been inherited by the four

provinces is based mainly on the Sind Primary Education Act, 1947. Major role was assigned to District Inspector/Inspectress of Schools.

- (v) For various reasons compulsory primary education could not continue to be enforced and is not being enforced now in letter and spirit. The legislations may be considered as dead documents. Steps required to be taken to enforce the legislations are not being taken. Lists of out of school children of school going age are not being prepared. Notices are not being issued to parents who do not send their children to school, nor are they prosecuted, imprisoned or fined. Similarly no notice is taken of cases of employment of child labour, and persons employing children of school going age are not being proceeded against. Not to speak of imposing penalties no effort is being made to persuade the defaulting parents and employers to desist from preventing children from attending school.
- (vi) As regards reasons for non-enforcement of the legislation on compulsory primary education, I may reproduce what I wrote in 1983, in my paper "Study with regard to the Enforcement of Compulsory Primary Education in the Province of the Punjab, Pakistan", contributed to the UNESCO Regional Office, Bangkok sequel to the Workshop on Universalization of Primary Education in the Asian and Pacific Region :-

"The main reason why the Act or ordinance on Compulsory Primary Education is not being enforced, as reported by some of the District Education Officers, is that schooling facilities have not kept pace with the ever increasing population in the country, with the resultant overcrowding leading to refusal of admission to many a desirous entrant to school."

"In the rural areas poverty of the parents is the second major cause for non-attendance of school, in as much as poor parents employ their sons for tending cattle, giving helping hand in farming and do odd domestic errands or in the case of girls, making them take upon themselves partly or, in some cases, wholly, the burden of house-keeping, relieving their mothers of the housekeeping responsibility. Employment of young boys in factories, workshops or in some other business, to augment, though with paltry amount, the meagre income of the parents, was sufficient immediate gain to make them forget the future bigger gains of education to themselves and above all to the children."

"Uninterested, undevoted, un-inspiring and untrained (or crudely and improperly trained) teachers worked as strong factors discouraging and deterring increase in enrolment. Young children are to be weaned away from their homes and company of playmates in the streets through special tact which only the teachers with missionary zeal know. After all the aim of compulsory primary education is universalization of primary education and this is better achieved by increasing enrolment by attracting children to school than by compelling them to attend school through the rod of the legislation."

1.8. Statement of the Problem:

Making primary education compulsory through legislation is often considered to be the best way to achieve the goal of universalization of primary education and 100% participation rate at the primary level of education. But it is doubtful if the legislation can prove to be the panacea for the low rate of participation at primary stage, in view of the so many unsuccessful experiments as portyard in the preceding sections. If we do want to make another attempt we must avoid the pit-falls of the earlier legislations. Obviously the major hurdle is that Governments has not been able to provide schooling facilities to 100% children of school going age group. The situation with regard to female education is particularly disheartening. Legislation to make primary education compulsory without providing places in schools to all children, male as well as female, will defeat its own purpose. The legislation is most likely to meet the fate of the earlier legislations. We are, therefore, faced with a dual problem; first that in spite of all the financial constraints we must manage sufficient funds to finance a huge programme of expansion of primary education, construction of school buildings, provision of equipment and appointment of teaching staff and second we must find ways to bring the out of school children on the rolls of schools by persuasion, failing that through pressure of law and eliminating drop-outs or at least minimizing their number. This is like scaling the peak of a mountain. But the more difficult job would be maintaining a permanent foot hold there and not slipping down.

CHAPTER 2

REVIEW OF LITERATURE

2.1. Policy and Plan Provisions:

2.1.1. In the 1978 National Educational Policy we find the following provisions relevant to the goal of universalization of primary education :-

- (i) Universal enrolment of boys was to be attained by the year 1986-87 while in the case of girls universalization was to be achieved by 1992. For this purpose 13000 new primary schools were planned to be opened mainly in rural areas, apart from improving a large number of primary schools. It was further envisaged to increase the development expenditure on primary education from 13.2% to 32% annually.
- (ii) About 5000 mosque schools for boys were proposed to be opened in the 1978-83 five year plan period. Similarly 5000 Mohallah Schools for girls were intended to be started in the 5th Five Year Plan. These 10,000 Mosque and Mohallah Schools were to supplement the intake of students in the schools at the primary stage to realize the goal of universalization of primary education.

2.1.2. As against the provision for opening 23000 primary, Mosque and Mohallah schools in the 1978 Education Policy, in the 5th i.e. 1978-83 Plan it had been envisaged to open only 17266 schools but actually 18106 schools were opened besides improving 24025 primary schools. Development expenditure on primary education was increased from 13% to 28.4% in 1986-87.

2.1.3. In the 7th Five Year Plan it was intended to "provide school facilities to every child within 1.5 KM so that no child is deprived of basic education due to non-availability of school at a reachable proximity."¹ For this purpose new schools would be opened, buildings would be provided for shelterless schools, and equipment would be provided. In order to overcome shortage of teachers, simple Intermediate pass and Graduate teachers would be recruited at primary stage. Even middle pass persons would be eligible for appointment as Assistant Teachers. Part-time employment for girls as primary school teachers on contract basis would be allowed. There would be no bar of age limit for them. Role of local bodies in the management and supervision of school education would be increased.

2.1.4. The following Bench mark (1987-88) and Targets (1992-93) have been given in the 7th Plan (Table-2):

1. 7th Five Year Plan, Chapter 29.

Table - 2

Sex	Enrolment			Percentage of 5-9 years age group population in school		
	Bench mark (excluding pre-primary) 1987-88 (000)	Addl during 1988- 93 (000)	Target (exclud- pre- primary) 1992-93 (000)	Average annual growth (000)	Bench Mark (excluding pre- primary) 1987-88 %	Target (excluding pre- primary) 1992-93 %
Total	9310	4566	13876	913	63.5	79.7
Boys	6123	1828	7951	366	79.5	88.5
Girls	3187	2738	5925	548	45.7	70.3
Total Urban	3100	1055	4155	211	77.4	86.7
Boys	1800	500	2300	100	85.7	93.1
Girls	1300	355	1855	111	68.3	80.0
Total Rural	6210	3511	9721	702	58.2	77.0
Boys	4323	1328	5651	266	77.2	86.8
Girls	1887	2183	4070	437	37.2	66.6

2.1.5. According to the authors of the 7th Plan, primary education would be made compulsory upto Class V in all localities where a Primary School exists within a radius of 1.5 Kilometers. During this plan period some of the funds now being given to non-formal education would be diverted to Primary Education because, "as a result of provision of 100% primary education infrastructure, during the Seventh Plan, the literacy is expected to jump to 80% at the end of the century."¹

2.2. Evaluation Studies and Researches:

The first ever Research study on the issue of Compulsory Education was made by this writer in 1983-84 sequel to the "Training Workshop on Planning and Management of Universalization of Primary Education Programmes" organized by UNESCO Regional Office, Bangkok, at Dhaka, Bangladesh, on November 16-29 as a participant representing Government of Pakistan. The writer wrote the Research paper entitled "Study with regard to the Enforcement of Compulsory Primary Education in the province of the Punjab, Pakistan." During the course of the study the writer had dug out and procured copies of enactments/legislations on compulsory primary education. The position with regard to enforcement of the legislations was verified through correspondence with the District Education Officers in the Punjab. The findings are contained in Chapter 1.2 of the paper. Some details of the study will find place in the succeeding Chapters of this paper.

1. SEVENTH FIVE YEAR PLAN, PLANNING AND DEVELOPMENT DIVISION, GOVERNMENT OF PAKISTAN, ISLAMABAD, CHAPTER 29, P. 365.

CHAPTER - 3

STATISTICAL DATA RELATING TO PRIMARY EDUCATION

Now we come to the most vital part of the paper i.e. statistical data relating to Primary Education. In order to be reliable our conclusions must be based on these data.

3.1. Data Relating to Enrolment:

In the following tables are given the data showing the Province and Districtwise population of 5-9 years age group as it stood in 1985-86. The figures represent the projections worked out with the help of the experts of the Pakistan Census commission on the basis of the 1981 census figures. The figures showing the position of enrolment at the primary stage in the year 1985-86 as well as the number of 5-9 years age group children who were out of school and were to be provided schooling have also been given in the table. These figures have been taken from the Educational Statistics published by the provincial Governments. We have also entered in the chart the additional schools and teachers required to provide schooling to the left out children. They have been estimated for the year 1985-86 for the sake of convenience as figures beyond that year were not available from all provinces.

Table-3
Primary School Age Children Population and Enrolment

S. No.	District	Population of 5-9 years age group	Students enrolled at primary stage	No. of out of school children	Additional No. of schools required at the primary stage	Additional No. of teachers required at the primary stage
		(000)	(000)	(000)		
1	2	3	4	5	6	7

PUNJAB

1.	Attock	182	71	111	555	2467
2.	Rawalpindi	324	167	157	785	3489
3.	Jhelum	173	61	112	560	2489
4.	Gujrat	336	182	154	770	3422
5.	G. Wala	434	169	265	1325	5889
6.	Sargodha	403	132	271	1355	6022
7.	Khushab	-	43	129	645	2866
8.	Mianwali	236	44	192	960	4267
9.	Bhakkar	-	40	120	600	2666
10.	Jhang	317	109	208	1040	4623
11.	F' Abad	746	241	505	2775	12333

1	2	3	4	5	6	7
12.	T. T. Singh -		92	276	1380	6134
13.	Lahore	558	184	374	1870	8311
14.	Kasur	256	79	177	885	3932
15.	Sialkot	432	232	200	1000	4445
16.	Shei' Pura	347	133	214	1070	4708
17.	Multan	719	129	590	2950	13097
18.	Khanewal	-	89	178	890	3916
19.	Sahiwal	594	134	460	2300	10120
20.	Okara	-	80	160	800	3520
21.	Vehari	228	87	141	705	3133
22.	Muz' Garh	406	69	337	1685	7489
23.	Layyah	-	45	225	425	5000
24.	D. G. Khan	304	50	254	1270	5644
25.	Rajampur	-	28	140	700	3111
26.	Bahawalpur	263	63	200	1000	4444
27.	B' Nagar	236	71	165	825	3667
28.	R' Yar Khan	331	97	234	1170	5200

II SINDH

1.	Karachi	829	629	200	1000	4445
2.	Tharparkar	272	88	184	920	4089
3.	Badin	145	54	91	455	2464
4.	Larkana	216	105	111	555	2464
5.	Sanghar	171	70	101	505	2242
6.	Shikarpur	118	52	65	325	1443
7.	Nawabshah	321	123	198	990	4356
8.	Sukkur	202	116	86	430	1909
9.	Khairpur	185	82	103	515	2267
10.	Hyderabad	370	190	180	900	3960
11.	Dadu	203	96	107	535	2354
12.	Thatta	144	45	99	495	2178
13.	Jacobabad	205	62	143	715	3175

III N.W.F.P

1.	Chitral	34	11	23	115	511
2.	Swat	236	95	141	705	3130
3.	Dir	150	54	96	480	2112

1	2	3	4	5	6	7
4.	Malakand	50	23	27	135	599
5.	Abbottabad	208	120	88	440	1936
6.	Mansehra	214	85	150	750	3300
7.	Kohistan	89	6	83	415	1826
8.	Peshawar	400	165	235	1125	5170
9.	Mardan	271	125	146	730	3212
10.	Kohat	136	44	92	460	2024
11.	D. I. Khan	117	40	77	385	1709
12.	Bannu	131	42	89	445	1958
13.	Karak	-	27	13	65	289

IV BALOCHISTAN

1.	Quetta	63	44	19	95	421
2.	Pishin	78	17	61	305	1342
3.	Loralai	73	17	66	330	1465
4.	Zhob	71	3	68	340	1510
5.	Chagi	25	3	22	110	488
6.	Sibi	25	11	14	70	311
7.	Nasirabad	79	10	69	345	1518
8.	Kacchi	59	8	51	255	1122
9.	Kohlu	33	4	29	145	638
10.	Kalat	65	2	63	315	1386
11.	Khuzdar	79	10	69	345	1518
12.	Kharan	27	7	20	100	443
13.	Lasbela	34	6	28	140	616
14.	Gawadar	24	2	22	110	488
15.	Panjgur	38	2	36	180	792

V FATA (Estimated)

1.	Bajor Agency	31	10	21	105	462
2.	Khyber Agency	30	10	20	100	178
3.	Orakzai Agency	12	4	8	40	178
4.	Frontier Region Bannu	11	4	7	35	155
5.	Frontier Region Kohat	9	3	6	30	133

1	2	3	4	5	6	7
6.	Frontier Region					
	D. I. Khan 6		2	4	20	89
7.	Frontier Region					
	Peshawar 8		3	5	25	111
8.	Kurram Agency 23		8	15	75	330
9.	S. Waziristan 16		5	11	55	244
10.	N. Waziristan 21		7	14	70	311
11.	Mehmand Agency 16		5	11	55	244

VI FANA (Estimated)

1.	Gilgit					
2.	Diamer 105		26	79	395	1738
3.	Baltistan					

VII AZAD JAMMU & KASHMIR

1.	Muzaffarabad					
2.	Rawalkot			Not available		
3.	Mirpur					

VIII ISLAMABAD

1.	ISLAMABAD			Not available		
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Note: The number of schools and teachers have been worked out in the booklet entitled "Review of Educational Policies and corresponding Five Year Plans (1947-86)" published by the Ministry of Education, Planning Wing, Annexure I, wherein school : children ratio of 1:98 and student: Teacher ratio of 1:45 have been given. But we have taken the school: children ratio of 1:200 in view of our meagre resources.

3.2. Allocation and Expenditure:

In the 6th Five Year Plan an amount of Rs. 7000 million (i.e. 7 billion) was allocated for primary education out of total allocation of Rs. 18830 million (i.e. 18.83 billion) but the actual expenditure was almost half of the amount allocated i.e. Rs. 3533 million (or 3.533 billion) and the total actual expenditure on the sector of education was Rs. 13430 million i.e. Rs. 13.43 billion. In the 7th 5 Year Plan an amount of Rs. 10128 million (10.128 billion) has now been earmarked for primary education out of a total allocation of Rs. 23110 million (23.11 billion) for education.

We may also have a look at the Government expenditure on primary education since independence:-

Table-4
(In Millions of Rupees)

Year	Total Expenditure on education	Expenditure on Primary education
1947-48	30.4	11.0
1948-49	44.5	20.0
1949-50	39.9	20.8
1950-51	43.9	-
1951-52	-	-
1952-53	-	-
1953-54	-	-
1954-55	94.5	41.7
1955-56	-	-
1956-57	-	-
1957-58	-	-
1958-59	-	-
1959-60	163.8	60.2
1960-61	193.1	65.3
1961-62	272.6	82.2
1962-63	346.3	91.0
1963-64	399.7	117.2
1964-65	450.9	137.0
1965-66	509.2	147.2
1966-67	440.0	152.1
1967-68	513.6	161.9
1968-69	553.0	168.9
1969-70	578.7	196.8
1970-71	789.9	221.0
1971-72	796.8	275.3
1972-73	1000.7	315.4
1973-74	1269.3	399.2
1974-75	1744.5	451.5
1975-76	2482.2	767.3
1976-77	2802.6	853.1
1977-78	3300.7	823.6
1978-79	3875.9	1305.1
1979-80	4153.5	1604.4
1980-81	4619.1	1570.0
1981-82	5602.2	1820.0
1982-83	6469.5	2092.1
1983-84	7542.3	2544.0
1984-85	10,224.3	3,284.1
1985-86	12,644.8	3,915.9
1986-87	14,880.8	4,564.1
1987-88	17,512.2	5,319.6

SOURCE: Central Bureau of Education.

3.3 Task Ahead - Funds

The educational statistics and the allocation and expenditure during the sixth five year plan period have been reproduced in order to enable us to gauge the magnitude of the task. With the help of the statistics and formula given in the 7th Year Plan document, we will now work out the funds required to achieve universalization of primary education.

According to the estimations of the Central Bureau of Education there will be 8,537 million out-of-school children, 3,050 million males and 5,487 million females, in the year 1990 whereas 9,310 children will be on the rolls at the primary stage, out of whom 6,123 millions will be boys and 3,187 million girls. This figure will not remain static. Supposing universalization of primary education is achieved in the year 1990 by providing schooling facilities to all out-of-school children, an increasing number of additional schools will have to be provided for the increasing 5-9 years age group population.

Taking the most practicable school: children ratio of 1:200 as against the norm suggested in the booklet entitled 'Review of Education Policies and Corresponding Five Year Plans' published by the Ministry of Education, Planning Wing, the number of additional primary schools required in the year 1990 in order to achieve universalization of primary education, will be 42685. On the basis of the minimum unit cost for opening of an average primary school suggested in Annexure II of 'Agenda for Educational Development' published by the Ministry of Education, the cost can be worked out to Rs. 0.5 million in 1990. Thus the total financial out lay required to open 42685 primary schools in 1990 will be at least Rs. 213,425,000 or 213.425 million. The unit recurring cost per student per year according to the formula given in table II of the Chapter on education in the 7th 5 Year Plan (P.345) is Rs. 650 in 1987-88. It is expected to increase to at least Rs. 850 in 1990 due to inflation. Hence the financial requirement to run the additional schools will be around Rs. 5.7625 billion. Will this huge amount be available to open and run primary schools in a single year when the expenditure on the primary schools already opened was Rs. 5.3196 billion in the year 1987-88? In other words will the budget allocation for primary education in the year 1990 be double of the present figure? It is doubtful if this feat can be performed, keeping in view the meagre national resources. We must face the facts, and admit that we cannot hope to realize the goal of universalization of primary education without bringing about changes in our educational policies and our outlook. We may have to give up some of our cherished concepts regarding the system of education. We may also have to tap other sources of funding the educational plans.

3.4 Ray of Hope - Cheaper Supporting Alternatives

In this bleak situation there is a ray of hope in the form of some cheaper supporting strategies to achieve universalization of primary education. At present these strategies are being tried without preplanned coordination. It requires the vision of an educational philosopher or a team of educational philosophers free of prejudices and biases to knit them into a system so that our cherished goal of universalization of primary education could be achieved at a lesser cost — a cost that is within our national means.

3.4.1 Mosque Schools

The concept of Mosque Schools has been tried in Pakistan to provide access to schooling facilities in areas where formal schools do not exist. The concept has been officially promoted under the World Bank aided Primary Education Projects. A mosque school has an Imam who is given an allowance of Rs. 150/- per month and a Primary School teacher in B-7. Government provides a small room and some essential paraphernalia for a school. The children are taught the syllabus of classes I to III by the teacher and the religious instructions are imparted by the Imam. The classes are held in the forenoon when the mosque is not required for prayers. The following table will show the position of mosque schools in the country, as it stood in 1987.

Table - 5
MOSQUE SCHOOLS

Area	No. of Mosque Schools	No. of teachers	Enrolment
1	2	3	4
Pakistan Total	21,983	22798	T = 625,615 M = 456,900 F = 168,155
Punjab	9,423	6,363	T = 209,360 M = 175,027 F = 52,342
Sind	7,375	7,375	T = 226,523 M = 166,519 F = 60,004
N.W.F.P.	3,192	6384	T = 128,075 M = 128,075 F =
Baluchistan	1,993	2176	T = 61,088 M = 52,279 F = 3,809
FATA	Not available		
FANA			
A.J.K.			
Islamabad	16	16	T = 560 M = - F = -

T = Total, M = Males, F = Females

3.4.2 Mohalla Schools :

The concept of Mohalla Schood is allied to that of the Mosque School. Traditionally there are elderly or even young educated ladies with spare time and missionary zeal who teach reading of the Holy Quran and sometimes reading and writing of the provincial or national language to girls of the primary age group living in the mohalla. The Mosque Schools accommodate children of both the sexes upto class III while only girls of the same age group are accommodated in the Mohalla Schools. The Mohalla School teacher is paid according to her qualification. The following table shows the number of Mohalla Schools in the country and other relevant data:

Table - 6
NO. OF MOHALLA SCHOOLS AND ENROLLMENT

Area	No. of Mohalla Schools	Enrolment
1	2	3
Punjab	320	6400
Sind	145	3233
NWFP	89	2155
Baluchistan	-	-
Federal Area	10	961
FATA	-	-
FANA	-	-
A.J.K.	-	-
Total		12749

3.4.3. Nai Roshni Schools:

Nai Roshni Schools are run for those unfortunate children of 10-14 years age group who, for some reason, missed the opportunity of attending primary schools at the proper time. The classes are held in the afternoon in the selected school buildings suitably located. Five years primary stage syllabus is covered in two years time. Separate set of teachers under the administrative control of the Literacy and Mass Education Commission are employed. The following table shows the number and enrolment of the Nai Roshni School.

Table - 7
NUMBER AND ENROLMENT OF NAI ROSHNI SCHOOLS

Area	Target	No. of Schools established			No. of students enrolled		
		Male	Female	Total	Male	Female	Total
Punjab	11,816	5,609	2000	7,609	144,293	59,416	203,708
Sindh	4976	2,775	833	3,608	68,633	23,129	91,762
NWFP	2983	1,757	351	2,107	45,490	10,573	57,063
Balochistan	1160	805	155	960	12,431	4143	16,574
AJK	519	279	90	369	6,898	2,378	9,276
FATA	486	231	5	236	6,602	137	6,739
N. Area	150	76	45	121	179	1182	1361
Total							
Pakistan	22,000	1,1532	3,470	15,010	228,995	100,956	329,951

3.4.4. Deeni Madaris :

Deeni Madaris are the oldest seats of learning in the Muslim World. They generally impart religious education i.e. Quran, Hadees, Fiqh or Islami Jurisprudence, Arithmetic and Arabic Language. The Ministry of Education has started the programme to introduce the teaching of Economics, Mathematics, Islamic Education and other subjects, through generous grants-in-aid proportionate to their extra expenditure on account of introduction of social sciences etc. According to the survey conducted by the Ministry of Education, there are 3,994 Deeni Madaris of all categories in the country. The area-wise breakup is given below:

Table - 8
DEENI MADARIS

Area	Number	Enrolment		Total
		Male	Female	
Punjab	1,238	169, 194	37, 844	207, 038
N.W.F.P.	689	77, 197	10, 950	88, 147
Sind	375	58, 945	11, 594	70, 539
Baluchistan	368	37, 171	3, 206	40, 377
Islamabad and FATA	46	6, 251	1, 607	7, 858
AJK	177	11,426	13, 021	24, 447
FANA	101	8,866	3, 284	12, 150
Total	3,994	369, 050	81,506	450, 556

SOURCE: Islamic Education Sector, Ministry of Education.

Examinations of the Deeni Madaris are conducted and Certificates and Degrees are conferred by the Federations and Organizations of the Deeni Madaris, which are denominational in nature. The certificates and Degrees are recognised by the Government.

3.4.5. Privately run Schools:

After the Government allowed opening of private schools in 1983, a number of such schools have emerged on the scene. Most of these schools claim to be English medium and charge high fees. A large number of them prepare students for examinations like G.C.E.O. and A level examinations conducted by foreign bodies. About 50% of these institutions are unrecognised, specially the ones claiming to be English medium institutions. Private institutions are recognized under the rules framed by the Provincial Governments for the Registration of Private Educational Institutions. Unfortunately no rules have been framed at the Federal level. Hence there is no control over these institutions in the Federal areas including Cantonments inspite of demand from the public and some institutions themselves. This has encouraged these schools to sabotage the National Education Policy in respect of Curricula, Syllabi and the Medium of instruction.

Genuine private enterprize in education needs to be encouraged to share the Gvoernment effort to achieve universalization of Primary Education. Government may bring them under some sort of discipline by framing rules at Federal level. Some schools with comparatively high enrolment may be given Government aid if they agree to charge reasonable fees and teach approved syllabi. Another way to encourage private schools may be to honour the owners and managers of such schools with national awards. The present positioon of private schools reported so far is as follows:-

Table - 9
UNREGISTERED PRIMARY SCHOOLS AND MIDDLE AND SECONDARY SCHOOLS WITH PRIMARY SECTIONS

Area	No. of Schools			Enrolment		
	Male	Female	Total	Male	Female	Total
Punjab	-	-	318	-	-	55650
Sind	-	-	110	-	-	38700
NWFP	-	-	215	-	-	19550
Baluchistan	-	-	83	12607	1393	14000
Federal Area						
PATA						
FANA	-	Figures not available				15000
AJK					(Estimated)	
Total						491,200

The total enrolment in these institutions comes to 491,200 or roughly .5 million students. In addition to these institutions there are primary schools and higher level institutions run by the local bodies. Only in the Punjab there are 1033 of them with an enrolment of 3,33,000 students. The figures about other provinces/areas are not available. If we presume half of this number in the rest of the country, they will have, roughly speaking, an enrolment of .2 million students. If we also take into account schools run by other organizations and Departments like WAPDA, Civil Aviation Authority, Railway, Industries, Ministry of Production, T&T etc., there might be further enrolment of about .3 million students. Thus the aggregate enrolment of all such institutions will add up to 1.33 million students. This is about 17% of the total population of out-of-school children. If we encourage these alternative courses we may be able to realize the goal of universalization of primary education at much less cost.

3.4.6. Privileged Institutions:

There are certain privileged institutions in the country run under the indirect control of the Government but not subject to the discipline of the authorities entrusted with the responsibility of controlling educational institutions. They are under the administrative control of the Boards of Governors, which position entitles them to special privileges and facilities, whether it is the pay scales and fringe benefits enjoyed by the staff or the buildings or the equipment. They admit children of the privileged classes - the moneyed and the influential people, since the admission tests administered and the conditions of admission are the bars which cannot be cleared by the sons and daughters of the ordinary people. These institutions have generally tended to ignore dictates of the National Education Policies just like the English medium schools. They still receive regular generous annual grants from the Government. In Islamabad they are designated as Model Institutions which are eight in number. Aitchison College Lahore, Cadet College Hassan Abdal, Lawrence College, Ghora Gali, Sadiq Public School, Bahawalpur, Military College Jhelum, Cadet College Petaro, Army Burn Hall College, Abbottabad, Behria College, Islamabad, belong to this category. What is still more deplorable is that the Punjab Government has opened such model English medium institutions for the children of the factory workers - as against the provisions of National Education Policy of abolishing the English medium schools in the country.

Each model school incurs a recurring expenditure of about Rs. 5 millions per annum, with per student cost which is 100 to 150 times that of a Government School.¹

I agree with the views of the authors of the 'Primary Education Improvement: Desired Measures' when they say, "Any educational institutions established by the Government should not negate the principle of equality of education opportunity".² These schools along with the so called English medium schools, "meant mainly for the elite, are indirectly perpetuating class distinctions".³

The quantitative as well as qualitative output of these institutions is not commensurate with the high expenditure incurred on them. We can save a lot of money by bringing about uniformity in the educational system by converting the privileged institutions to Government Schools and providing same facilities to all schools. It is not fair to provide palatial buildings and top class costly furniture to a few institutions and neglect a large majority of schools, many of whom are shelterless, many have dilapidated buildings and not to speak of furniture they do not even have mats for the children to sit on. What we should aim at providing at this stage of economy is neat and clean katcha buildings, and cheap but properly designed furniture. This step can go a long way towards achieving the goal of the universalization of primary education without having to ask for foreign aid.

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1. PRIMARY EDUCATION IMPROVEMENT: DESIRED MEASURES. NATIONAL EDUCATION COUNCIL, ISLAMABAD, P. 90.
 2. OP. CIT. P. 90.
 3. OP. CIT. P. 86.

CHAPTER - 4

4.1. Desirability of Making Primary Education Compulsory Through Legislation

Is it desirable to make Primary Education Compulsory immediately through legislation? Let us try to get the answer from the facts stated in the preceding paragraphs.

- i) Five Acts have been passed in the past to make Primary Education Compulsory in the areas forming Pakistan and were enforced in the two major provinces i.e. the Punjab and Sindh. But the enforcement was abandoned and even now primary education is compulsory on paper but not in practice.
- ii) Compulsory Primary Education Acts also exist in many countries of the region like Bharat, Sri Lanka, Nepal etc., but they are not being enforced. Just like Pakistan there too no punishments are being awarded to those who violate the laws by not causing children to attend school or by employing child labour.
- iii) The causes of failure of the legislations are not far to see. The first condition which must be fulfilled before applying the clauses of compulsion is the provision of sufficient number of primary schools at a convenient distance from home, so that no child is refused admission in a school. In all the countries of the region where Compulsory Primary Education Acts were passed, schools to accommodate all primary school age group children could not be provided at the distances specified in the Acts, hence the functionaries of the education Department or the local bodies did not feel it justified to apply the clauses relating to punishments.
- iv) From table No.3 at page 74 relating to primary school age children population and enrolment, we find that in none of the Districts in all the four Provinces of the country even 80% of the primary age group population has been covered. In a large majority of the Districts the number of out-of-school children far exceeds the number of children in schools. It is only in Gujrat and Sialkot Districts in the Punjab; Karachi, Hyderabad and Sukkur Districts in Sindh, Abbottabad District in NWFP and Quetta District in Baluchistan, where the number of enrolled children is more than the number of out-of-school children as given below:

Table - 10
(POSITION AS IN 1985-86)

S.	Name of District	Province	Population of 5-9 years old Children	In Schools	Out of Schools
1.	Gujrat	Punjab	3,36,000	1,82,000	1,54,000
2.	Sialkot	"	4,32,000	2,32,000	2,00,000
3.	Karachi	Sindh	8,29,000	6,29,000	2,00,000
4.	Hyderabad	"	3,70,000	1,90,000	1,80,000
5.	Sukkur	"	2,02,000	1,16,000	86,000
6.	Abbottabad	NWFP	2,08,000	1,20,000	88,000
7.	Quetta	Baluchistan	63,000	44,000	19,000

It is reported about Azad State of Jammu and Kashmir that 95% of male and 78% of the female children of 5-9 years age group are enrolled which means participation rate of about 84% as against 63.5% claimed for the rest of the country, which takes the area far ahead of not only other areas in Pakistan but all countries of South Asia. Incidentally, we have it on the authority of Muhammad Yousuf Chowdhri, the Education Secretary of the Azad Government of Jammu and Kashmir that primary education has been made compulsory in the four Tehsils of the District Headquarters of Muzaffarabad, Rawalakot, Kotli and Mirpur.¹

- v) The wide disparity that exists between Urban and Rural communities on the one hand and the male and female sections of population in respect of literacy rate and participation rate on the other is already well known to the educational planners. It needs to be specially kept in view while taking a decision about making primary education compulsory. Let us refresh our knowledge on the point by putting down the figures:

Table - 11
LITERACY RATE (1981)

Area	Both Sexes	Males	Females
Total Pakistan	26.2	35.1	16.0
Urban	47.1	55.3	32.3
Rural	17.33	26.3	7.3

Table - 12
PRIMARY LEVEL PARTICIPATION RATE (1982)

Area	Both Sexes	Males	Females
Total Pakitan	48	63	32
Urban	72	77	68
Rural	40	58	20

Both these tables show the weakest areas needing special efforts. Rural females are the most unfortunate and the urban males the luckiest categories of the population. We will have to open more schools for girls, employ more female teachers and above all, attract more girl students by removing the causes hindering their enrolment particularly in rural areas. Prime Minister's Programme for Rural Education launched in 1986 at a cost of Rs.116 billion is aimed at removing the disparity by giving 80% weightage to girl education in rural areas.

1. In this Azad Government of Jammu and Kashmir seems to have followed the pattern of the Punjab Government where a campaign for universalization of Primary Education has been launched in the eight Districts of the Divisional Headquarters aiming ultimately to make it compulsory there. But unfortunately none of the eight Districts appears in our table given above.

4.2. When will be the proper time for enforcing Compulsory Primary Education through legislation?

After having drawn the inevitable conclusion from the facts that it will be an exercise in futility if we enforce compulsory primary education now when the major part of the 5-9 years age group population is still out of the school, mainly due to the non-availability of sufficient number of primary schools particularly for the female children in rural areas, nor have we provided the alternative system in the form of Mosque and Mohalla schools in sufficient number.

In my opinion we should wait for some time more, say upto 1992, for enforcing compulsory primary education. In the meantime we should try to bring the country at least to the level of Azad Jammu and Kashmir in respect of participation rate at the primary level. It is not an impossible task since a part of the country has already set an example to be emulated in other parts. The secret of success is diverting more funds to primary education, and proper and better utilization of the available resources.

4.3. Keeping the Legislation on Compulsory Education ready.

However what has been said above does not mean that we should not have the legislation on compulsory primary education ready. In fact we should have the Act passed and keep it ready giving the date of commencement of enforcement as 1st January, 1993, starting with the Districts where sufficient number of primary or Mosque/Mohalla Schools upto class III have been provided. Authors of the Seventh Five Year Plan foresee to cover all children in the age group of 5 to 9 years during the plan. They promise a school within a radius of 1.5 kilometers for all children in the plan period. If so the provisions of compulsory Primary Education can be enforced in full by 1993.

FINDINGS CONCLUSIONS AND RECOMMENDATIONS

A. Draft Legislation on Compulsory Primary Education 1984

In 1984, while the present writer was Deputy Educational Advisor incharge of Primary Education Project, an Ordinance on Compulsory Primary Education (Annexure V) was drafted under the guidance of the then OSD/Chief of the Primary and Non-Formal Education Wing and the then Federal Education Secretary. I feel it proper at this stage to give its salient features in order that we are able to compare its provisions with those of the earlier legislations:

- A.1**
- a. Definition of the child:
A child has been defined as a boy or girl of 5 to 10 years age at the beginning of the school year.
 - b. Definition of Primary Education:
Primary Education for the purpose of compulsion has been defined as education from class 1 to 3.
 - c. Minimum distance of school from residence:
The distance of school from residence has not been specified in the legislation. The legislation empowers the Government to fix the distance (It should be 1.5 Kilometers).
 - d. Reasonable excuse for non-attendance of school:
 - (i) Sickness, infirmity or other unavoidable cause.
 - (ii) The child is receiving otherwise than in a recognized school, instruction which, in the opinion of the District educational Officer (Male or Female as the case may be) is efficient.
 - (iii) There is no recognized school within a distance to be fixed by Government.
 - e. Offences and Punishments:
A defaulting parent or employer of child labour after conviction before a Magistrate is punishable a fine of Rs.1000 and a further fine of Rs.50 p.d. if the default continues even after conviction.

A.2. Compulsory Education Authority has been provided in the Legislation for each Union Council. The Compulsory Education Authority will comprise the Chairman of the Union Council, a Headmaster/Headmistress of the largest Middle/Primary School within the Union Council to be nominated by the Government or the Officer authorized for this purpose and thirdly an official of the Education Department functioning in that area by whatever name he may be called.

We are now in a position to give our findings, state our conclusions and make our recommendations concerning a Compulsory Primary Education Act.

B. Specific:

To be more realistic and practicable in setting our goal in order that the goal is achievable. For this purpose at this stage of our development we need to make Primary Education Compulsory upto class 3. It has already been decided to do so, we may call this stage elementary

education as was done in the 1947 Sind Primary Education Act. In that Act elementary education was defined as education from class 1 to 4 while Primary Education was defined as education from class 1 to 7. Hence elementary education may be considered as a part of primary education. Compulsion may be applied only to elementary education.

B.2 The strategy to patronize and popularize the concept of mosque schools to accommodate co-education in classes 1 to 3 in a bid to universalize primary education has already been approved by the Federal Government. It is a step in the right direction. In spite of some reluctance in some people's minds regarding the efficacy of the strategy there seems to be general consensus about its being the only feasible step for the universalization of primary, or to be more exact, elementary education. This is the cheapest alternative to opening new primary schools which will require huge investments on the construction of new buildings and provision of furniture and other paraphernalia. This will leave sufficient funds for providing buildings and furniture for classes 4 to 5.

B.3 Our foreign consultants on Primary education have often played up the idea of the pivotal role of the local councils and local bodies in the supervision and administration of schools. The present writer cannot support the idea. He has first hand knowledge of the thinking of the teachers bodies and individual teachers. He can say with certainty that almost 100% members of the teaching community are antagonistic to the very idea of the councillors and for that matter, the politicians, interfering in the administration of Primary Schools. The only role that the teachers may concede for the councillors etc. is advisory. They may also be welcome to help the administration in locating the defaulters of compulsory primary education and prosecuting them. However, there seems to be no harm if the functions recommended in the book entitled Primary Education Improvement: Desired Measures.¹, for the local Educational Councils viz, (i) selection of sites for new school buildings, (ii) launching enrolment/literacy motivational campaigns, (iii) campaigns for ensuring attendance of students, (iv) providing financial help to the needy students, (v) checking teacher absenteeism by reporting cases to the educational authorities, (vi) arranging necessary requirements of school through community participation, (vii) assisting female staff in rural areas in solving their problems like that of residential accommodation, (viii) arranging public functions on national days in schools and (ix) establishing liaison between the schools and the educational authorities.

B.4 The proposed legislation on Primary Education may be expanded to make it more comprehensive, on the pattern of the earlier legislations, to include a chapter or section on funding of Primary Education by levying education cess or by reserving the entire collection of IQRA surcharge for financing Primary Education. The annual collection of IQRA fund amounting to about Rs.5 billion in addition to the normal allocations will definitely go a long way to enable us to implement the programme of the expansion of Primary Education from the national resources, instead of having to depend on foreign assistance, which in fact is loan and has to be repaid.

C. General :

C.1 The share of primary education in the allocation of funds for education in the 6th Five Year Plan was Rs.7 billion out of the total of Rs.18.830 billion i.e. 37% whereas expenditure was only 26%. It means that the funds allocated for Primary Education in the Sixth Five Year Plan have been diverted to some other sub-sector of Education. This is what has been happening in the past. It should not be allowed to happen in future.

1. NATIONAL EDUCATION COUNCIL, 1986: PP 81-84.

In the Seventh Five Year Plan a sum of Rs.10.12 billion out of the total allocation of Rs.23.110 billion has been allocated for Primary Education which is about 44% of the total allocation for education. Steps should be taken to raise the minimum allocation to education to 4% of the GNP and at least 50% of it should be earmarked for Primary Education.

C.2 Primary school buildings proposed to be used to accommodate classes 4-5 must be fully utilized by running double shifts where-ever, in a locality, it is not possible to accommodate students in the single shift. This will enable us to save much needed money for employing more teachers to shoulder the responsibility of teaching in the second shift and provision of other facilities.

C.3 Some arrangement to provide cheap but nutritious and wholesome "Recess Time Refreshment".¹ to Primary Class students should be made in order to attract more students to join schools and remain on rolls till they complete primary education. India and Sri Lanka are doing it. There is no reason why Pakistan which has higher per capita income cannot do it. Pakistan Council for Scientific and Industrial Research (PCSIR) may be asked to carry out research to find out or prepare cheap but nutritious stuff to be served as refreshment in schools.

C.4 One of the factors discouraging regularity in attendance and leading to high drop out rate at Primary Education stage is lack of transport facilities. The importance of the role of this factor in increasing and maintaining participation rate has so far been ignored. Walking on foot of the small children to schools, how-so-ever near they may be,² is always risky. Some member of the family has to accompany a child to school and pick him/her at the end of school time. More than half of the children have to walk alone. Parents are also afraid of frequent cases of child lifting. There are periods of intense heat and cold, bad weather and rainy days, which lead to frequent thin attendance. Therefore, means will have to be found and must be found to plan a system of transport for primary school children.

C.5 Future Education Policy must boldly plan to make children enrol in schools only in their own localities. Parents should not be allowed to send their children to distance schools on the pretext of better facilities. This will eliminate cross-commutation i.e. students of different localities travelling in buses and other means of transport in different directions creating a chaotic condition in public transport. This step will ultimately result in economy in fuel consumption at the national level. But this is possible only if we stop allowing special and so called Model type institutions which we can ill afford at this stage. All schools should be of equally good quality so that parents do not have the temptation to enrol their children in distant institutions.

C.6 Lastly it is recommended that Primary and Non-Formal Education Wing of the Ministry of Education may be strengthened by creating an additional sector designated as "Universalization of Primary Education Sector" to co-ordinate the programmes and implementation of policies relating to Universalization of Primary Education in all the provinces and areas of Pakistan as well as other agencies and organizations.

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1. THE PRACTICE IN DEVELOPED COUNTRIES IS SERVING "MID-DAY MEALS", WHICH WE CANNOT AFFORD.
 2. THEY CAN SELDOM BE BEARER THAN 1-5 K.MS. VIDE CHAPTER ON EDUCATION IN THE SEVENTH FIVE YEAR PLAN.

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**FINANCIAL POWERS OF LOCAL BODIES
IN RAISING LOCAL TAXES
IN RELATION TO GENERATION OF
RESOURCES FOR EDUCATION**

BY

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LOCAL GENERATION OF RESOURCES FOR EDUCATION

In order to comprehend the local generation of resources for education, it is essential to know the local government system operating in the country. We may have to provide a historical perspective of the evolution of local government institutions. The British introduced District Board as an institution of local government in colonial India. This institution was intended to provide representation to the local people in the conduct of their affairs. Since the local people had no experience of such institutions, certain members were associated who were nominated by the British Government in India. These institutions were under the administrative control of the Deputy Commissioner who was an appointed official of the government. After independence in 1947 the institution of District Board was allowed to continue. The post-independence era witnessed four district phases of local government policy development which are briefly discussed here.

1947-1958

If we have a look on the past of local government institutions in independent Pakistan, we can see four distinct periods of evolution and development of these institutions. The first phase is that of 1947 to 1958. During this period adequate attention could not be given to local government reforms. The pre-independence system of local government was continued to exist with modifications to suite the immediate problems of the country. Instead of making local government institutions more effective, Village Agricultural and Industrial Development Organization (Village A.I.D.) was introduced in 1952.¹ under technical assistance programme of the U.S. Government. This period was characterized by political instability, trend toward greater centralization, and bureaucratic control. The period was characterized by the decline of elected local governments. During 1957-58, for example, 11 out of 16 district boards and nine municipal committees were suspended and placed under the direct control of administrators appointed by the government. The situation in Sind was about the same. In Baluchistan, there was only one municipal committee which was composed of nominated members.²

1959-1972 :

The second period began with the introduction of Basic Democracies in 1959. Under this system, four tiers of local government were established. These were Union Councils; Tehsil Councils; District Councils and Divisional Councils. Union Councils had directly elected members who elected one of them to be the chairman. At the Tehsil, District and Divisional levels, however, government officials were made chairmen and members of these bodies were partly nominated. Government officials from relevant nation building departments were made nominated members of these councils. The Basic Democracies system was thus, dominated by government officials at the Tehsil, District and Divisional levels.³ Basic Democracies were made the electoral college for Provincial & National Assemblies which partly led to the unpopularity of the system. The village community did not generally respond to union councils for performing collective functions associated with productive process. The orientation of Govt. officials was not conducive to

eliciting the popular response to Govt. programme and cooperating with government officials in identifying, and monitoring local projects.⁴ Yet the Basic Democracies increase the access of large and medium size farmers to government facilities and programmes leading to increases in agricultural production; provision of social welfare and infrastructural facilities in rural areas; facilitated dispute settlement; strengthened planning and management capabilities of local leaders; and provided an institutional mechanism for contact between government officials and people representatives at the local level.⁵

1972-1979

The third policy period was from 1972 to 1973. During this period, elected local councils did not exist and local governments were managed by government officials. Integrated Rural Development Programme (IRDP) was introduced and Rural Development Centres (Marakaz - Marakaz is plural of markaz which mean centre) were established. Though there existed elected representation at the national and provincial levels, the government in power did not hold elections at the local level. In the absence of elected representatives at the local level, the government programmes were monitored by the members of the national and provincial assemblies.⁶

1979 ONWARD

The final phase or the fourth policy period starts from 1979 when a new local government system was introduced in the country. Considerable autonomy was given to the local councils and provided a mechanism for participation of local councillors in identifying planning, and implementation of development programmes and projects. There were several characteristics which differentiated it from those introduced during the first three phases or policy periods. Firstly, elections were held to choose Union and District Councillors throughout the country. Secondly, Chairmen of Union and District Councils were elected from among the elected representatives of the people. Thirdly, the elected Chairmen of the district councils were made Chairmen of the District Coordination Committees, thereby enabling them to review the performance of sectoral departments in the process of project implementation and eliminating the dominance of Deputy Commissioners in development process. Fourthly district councils were given powers to approve their budgets and local development projects.

FUNCTIONS :

There are two important levels of the Local Government system. The first level is that of Union Council; and another is of District Council. The assigned functions of the Union Councils are related to implementation of development activities (site selections, project preparation, land acquisition, construction and maintenance of already completed projects).⁷ Chairman of Union Councils and members of the Urban Council act as the chairmen of Arbitration council under the Muslim Family Laws Ordinance 1961 which regulates procedures relating to marriage, divorce, and maintenance of wives. The chairmen of Union Councils and Town Committees and members of other Urban Councils act as Chairman of Conciliation Courts under the Conciliation Courts Ordinance 1961 to settle various criminal and civil disputes at the local level.

At the district level, the district councils are responsible for undertaking development programme planning, implementation, coordination, and monitoring of activities. Thus the locus of planning for local improvement has been decentralized from provincial to district level enabling them to perform the following functions:⁸

- Aggregation of financial allocations and physical programme targets received from the provincial governments in different sectors and to draw up a district development programme;
- To make proposals if need be to the provincial planning and development departments for modifications in the aggregate district programme in the light of local priorities;
- To take up overall responsibility for planning identification, appraisal and approval of projects prepared by the union councils in the following sectors:
 - Primary, middle and secondary schools
 - Rural Health Centres
 - Basic Health Units

 - Family Welfare Clinics
 - Potable Water Supply
 - Hand pumps
 - Sanitation Rural Roads.
- Disbursement of ADP funds for the approved projects (placed at the disposal of District Council by the Provincial Government) to the Union councils.
- To review the implementation of the District Development Programme (as an extension function of the Provincial Planning and Development Department as their agent) by holding review meetings within the district and through inspections and progress report from the Council.

From the above it would be observed that the Union and District Councils are the most important tiers of the local government having been assigned an expanded development role. In order to develop the competencies and capabilities of these councils certain financial powers have been delegated to them which are discussed in the following section.

FINANCIAL POWERS :

The Union/District Councils have been given the power of levying local taxes to generate their own revenues. The Union Councils have been given the power of levying 28 taxes in Sind; 2 in Baluchistan; 19 in Punjab, and 21 in N.W.F.P. whereas the District Councils have the power of levying 28 taxes in Sind; 11 in Baluchistan; 16 in Pnjab and 12 in NWFP.⁹ Side by side with the delegation of financial powers regarding the levying of taxes, these councils have also been given the powers of formulating their own budget. All local councils except in Baluchistan are autonomous in preparing and approving their budgets, taxes and development schemes. As far as the preparation of Annual Development Programme by these Councils is concerned, a Union Council has been given the power to approve every individual project in the ADP upto Rs.50.00. If the project cost exceeds the prescribed limit, then it may have to be submitted to the District Council which has the power of approving individual project upto Rs.500.000. Projects costing more than Rs.500.000 are to be placed before the Divisional Coordination Committee for approval and final sanction of the provincial government. Moreover, the district level projects (to be included in the ADP) prepared by the sectoral departments are vetted and approved by the District Councils. The implementation of these projects, however, remains with the departments concerned.

SOURCES OF INCOME:

Taxation is one of the sources of income of local councils. Another source is the income from commercial projects (profits, rents, fees, etc). The third source of income is government grants. Although the list of taxes which the local councils are empowered to levy is impressive, the tax which brings some revenue to the urban councils is the Octroi. Since the councillors have to go back to their constituencies for seeking re-election, it is not possible for them to levy more taxes as far as income from commercial projects is concerned, the income from such sources is very small. This includes rent from the property and fee from cattle markets (mandis). The Government's grants to local councils have varied from 306 of their incomes. This is the development grant (united) given for rural development and infrastructure building. The other source of funding is a portion from the provincial sectoral departments development fund to undertake construction and ordinary as well as special repairs of primary, middle, and secondary schools, construction of staff residences and Basic Health Units. Special allocations are also given for the construction of extension or improvement of small irrigation schemes, like roads, and small bridges and dams in consultation with Union councils the allocations of grant-in-aid is equally divided between the District and Union Councils. District Council grants are further divided into two equal halves. The first half is distributed equally between the District Councils and the other half on the basis of population in each district.

Union council, District Councils, Municipal Committees, Town Committees and Municipal Corporations are authorized to levy taxes on specific items. In this regard, there exist inter-provincial variations. In general, however, following are the local body taxes.

Direct Taxes :

- (1) Tax on buildings and land.
- (2) Tax on transfer of immovable property.
- (3) Tax on persons presenting building applications.
- (4) Tax on profession.
- (5) Toll tax.
- (6) Tax on birth, marriages, and feasts.
- (7) Tax on animals.
- (8) Tax on vehicles.
- (9) Fire rate.
- (10) Lighting rate.
- (11) Drainage rate.
- (12) Rate for execution of public utility work.

Indirect Taxes :

- (1) Octroi
- (2) Tax on export of goods
- (3) Tax on advertisements.
- (4) Tax on entertainments.

Another source of income of local bodies is remunerative projects. Major items included in remunerative projects are:-

- (1) Receipts on account of sales of water.
- (2) Receipts on account of stock and stores.

- (3) Receipts on account of sales of trees.
- (4) Receipts on account of sale of land and other immovable property.
- (5) Investments and interests on investments.

Local Bodies do not levy all the taxes, tolls fees and rates for which they have been empowered under relevant statutes. District Councils in Punjab, for example, have not levied 14 taxes despite the authority given to them under the local Government Ordinance, 1979. These include taxes on import of goods and animals, fees on slaughter of animals, tax on construction or maintenance of work, tax on births and marriages, entertainment tax, tax on animals etc. Similarly Municipal Corporations and Municipal Committees in Punjab have not levied taxes on drainage rate, parking fees, fees on fairs, agricultural shows and industrial exhibitions.

Local Councils in Punjab, however, have levied some new taxes and fees during 1979-83 under Punjab Local Government Ordinance of 1979 which were not imposed under the previous Ordinance. They include Kindergarten School Fees and General Bus Stand Fee in case of Municipal Committees/Corporations and advertisement Tax in the case of District Councils.¹⁰

The following table presents percentage of tax revenue and non-tax revenue in the case of Urban Councils, District Councils, and Union Councils in Pakistan. It will be observed that in 1981-82, the percentage of tax revenue in total income of all Urban Councils in the country was 84.81 while that in the case of Union Councils in the country it was only 36.65%. This implies that among different types of councils, Union Councils are most dependent on non-tax resources.¹¹

**Comparative Study of Tax and Non-Tax
Resources of Local Councils**

Councils	1978-79		1979-80		1980-81		1981-82	
	Tax Res:	Non Tax	Tax Res:	Non- Tax	Tax Res:	Non Tax	Tax Res:	Non- Tax
Urban Local Councils	88.21	11.79	90.02	9.80	85.41	14.59	84.81	15.19
District Councils	69.91	30.09	89.80	10.20	78.95	21.05	83.78	16.22
Union Cou- ncils.	67.6	32.37	25.36	74.64	36.23	63.77	38.65	61.35

Local Council can play a vital role in mobilization of voluntary contributions from the community to implement local projects. The contribution could be financial or in terms of providing labour and managing services and facilities after their completion. It is widely recognized that mobilization of resources through this mechanism not only increases total funds available for undertaking development activities, but also increases the commitment and interest of the community in the local development scheme. In such situations, the people identify with the project and possibility of its effective implementation is ensured.

In Punjab, for example, two development programmes i.e Small village Level Schemes and Matching Grants were started. As shown in the following table the community actively participated in Small Village Level Scheme Programme.¹² The activities undertaken in the programme included drains, street pavements, culverts, schools and water supply schemes.

SELF-HELP IN SMALL VILLAGE LEVEL SCHEME IN THE PUNJAB

YEAR	Total Exp	Exp. under Govt. Grant	Self Help	Self-Help as % of total
1978-79	08.9	06.4	02.5	28.1
1979-80	14.9	11.8	03.1	20.8
1980-81	36.1	25.8	10.3	28.5
1981-82	108.3	80.3	28.0	25.8
1982-83	80.9	61.5	19.4	24.0

In the case of Matching Grant, contributions from the community were 30% of the total expenditure in 1981-82 and 46% in 1982-83. The schemes undertaken included roads, schools, culverts street pavements and water supply schemes.

PROBLEMS OF TAX COLLECTION :

Several problems have been faced by local councils in their efforts to mobilize resources. Some of these are reported to be as under:-

First, increasing demands of the people for amenities and services, increasing urbanization, and rising inflation have hampered the efforts of local bodies in the existing services and facilities.

Second, local councils have not been able to fully exploit their tax base. Though Municipal Corporations, Municipal Committees/Town Committees, District Councils and Union Councils have been empowered to levy a large number of taxes, all of these potential sources of taxation have not been adequately utilized. Most of their taxes are of routine and traditional nature such as Octroi.

Third, the taxation capacity of the people, in particular in economically backward areas such as Baluchistan is low. In such situations, to levy new taxes becomes difficult.

Fourth, the recovery of local taxes is poor due to weak administrative capacity of local councils and high cost of collecting some of the taxes. Indeed, the experience of developing countries concerning this shows that people are in general more reluctant to pay local than national taxes since the enforcement machinery of local government is usually weak.

Fifth, local councillors are usually reluctant to levy additional taxes which could lead to their unpopularity in their communities.

Sixth, taxes, at the federal and provincial governments are collected by the respective governments. In the case of local councils where the taxes are auctioned, there might not be much relationship between ratio at which local taxes are levied and collected by contractors.

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STAGGERED TIME TABLE AND VACATIONS

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STAGGERED TIME TABLE AND VACATIONS

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INTRODUCTION :

Primary Education in Pakistan not only aims at providing basic education to the children of Pakistani citizens but also aims at increasing literacy rate of the country which is essential for socio-economic development of the country. To achieve this objective the Government sets ambitious targets and issues policies to achieve those targets. The National Education Policy 1978 says "The Primary School enrolment will be so increased that all boys of Class I age are enrolled by 1982-83. Universal enrolment of boys will be attained by 1986-87. In the case of Girls, universalization will be achieved by 1992."

In order to achieve the above targets universal primary education of boys will be achieved by 1986-87 and of the Girls in 1992. Besides the programmes of the Five Year Plans, the Government launched the following programmes:

1. A Third Education Project was started in 1976 with an amount of US\$ 28.0 Million and completed in 1983. One of the major components of the project was to create additional Teacher Training facilities in the Teacher Training Institutions in all the provinces of the country.
2. A Fourth Education Project also known as Primary Education Project (PEP) which was experimental in nature to evaluate the impact of certain inputs was launched in 1979 and was mainly concerned with 4000 rural primary schools. The project sought to raise enrolments and minimize drop out by providing class rooms, supervision, training and equipment and teaching material. The Girls schools were also provided with residence and boundary walls. The project yielded encouraging results and has been expanded in 19 more districts of Pakistan.
3. Another way to increase the educational coverage, the Government developed Mosque School System in 1983 under the special development priority programme. The mosque has been a centre of learning for centuries but has suffered because of several reasons. The revitalization of mosque as institution has provided necessary building and Pesh Imam as a teacher to increase the enrolment at primary level. In the beginning the mosque school was meant for I-III grade but now they are catering for IV and V classes too.
4. The Mohalla schools which the Government started in 1979 in another useful step to increase coverage in education. The Mohalla schools traditionally existed in which purdah observing women sit in their homes and teach girls Quran and such skills as cooking and embroidery.

Table - 1
LITERACY IN SIND

Sex	Rural	Urban	Total
Both Sexes	35.56	50.77	31.45
Male	24.54	57.77	39.74
Female	5.21	42.23	21.64

One of the factors for drop out has been described as rised formal education system in our country. The system is centralized one. One example of which is the school time table and the vacations which are similar throughout the province irrespective of the local conditions. The occupation of more than 60% population in Sind is Agriculture. It is generally said by the teachers of primary schools that during the cultivating and harvesting periods of various crops the parents need the services of their children in the field particularly those who are elder in age and study in class IV and V while the girls are engaged in domestic work and their mothers work in the field with the husbands. This practice causes drop out, more over it is also said that after resting in the home for long period of vacation, some students discontinue their studies and drop out.

In order to prevent such wastage in primary education there is need to re-schedule existing rigid daily school timings and the vacation in harmony with the local school environment and the sowing and harvesting periods of seasonal crops. In other words there is need to shift towards staggered time table and vacations.

In this regard a small scale research study was undertaken by the researchers of the project on the topic staggered time table and vacations. The objectives of the study were as below:

1. To see whether the existing time table and vacations effect the retention and drop out rate.
2. To assess how much time is devoted to actual teaching by the teacher.
3. To find out whether the attendance of the students decline during the sowing and harvesting months of the main crops.
4. To obtain views and suggestions regarding implmentation of staggered time table and vacations from the teachers and supervisory personnel.

METHOD OF STUDY

1. Sampling

A number of 12 schools (8 Boys and 4 Girls) were selected from the rural schools on a criterion that the occupation of the majority of the villagers is Agriculture.

2. Instruments :

Three type of questionnaires and observation sheets were developed.

1. School Questionnaire :

This questionnaire was meant for collecting school data regarding teachers. Their qualifications and teaching experience, enrolment and attendance of the students etc.

2. Questionnaire for Supervisor :

A questionnaire was administered on supervisory personnel of Primary Education to obtain their views regarding the topic under research.

3. Observation Sheet :

An observation sheet was prepared for the researchers to note the school activities mainly related to the time schedule and the time devoted on teaching by the teachers.

One of the factors which is affecting the participation rate and is obstacle in the achievement and Universalization of Primary Education and high literacy rate is high dropouts. The following table shows the dropout rate in different provinces of Pakistan.

Table-II
OBSERVATION RATE 1983-84

	Punjab	Sind	NWFP	Baluchistan
Urban	18%	43%	63%	68%
Male	12%	40%	60%	56%
Female	24%	50%	70%	80%
Rural	49%	79%	71%	79%
Male	18%	77%	70%	68%
Female	56%	89%	78%	93%

The Table-II indicates that inspite of efforts by the Government the participation rate in Sind is below 50%. Through the National average of participation rate at Primary Level is 50% and participation rate at Primary Level is between 50% and 60% but this average is also low as compared with other developing countries. The participation rates of some of the developing countries are given below:

<u>Country</u>	<u>Participation rate</u>
India	78%
Indonesia	48.7%
Malaysia	94%
Nepal	69%
Phillipines	98%
Thailand	82%

Before giving the data analysis, the physical features and geographical conditions and seasonal crops of Sind province are briefly described as under :

GENERAL FEATURES OF SIND

Location :

The name Sind given to the province stands for river Indus. The meaning of the word Sind or sindhu is huge flow of water. The province of Sind forms the lower Basin of river Indus and lies between the 23 and the 29 north latitude and 67th and 70th parallel east longitude.

Situated along the lower banks of the River Indus, the province of Sind forms a major portion of the Great Indus plan. Except for the narrow coastal strip of about 240 k.m. in the south west along the Arabian Sea. The region is surrounded by land by all sides. In the south is borders of the Rann of Kach and the Kach state of India, the eastern boundary extends towards Rajasthan (India), while the Punjab and Baluchistan lie to its north and west respectively.

Area and Population :

The length of Sind from south to north is about 580 km. and breadth is 275 km. east to west, with maximum breadth of 440 km. and covers an area of about 137200 Sq. km. Land utilization in the different districts of the Sind Province varies from each other.

At the time of partition in 1947, the urban population of the province was only 15% of Natural Population and the vast majority i.e 85% of the total population lived in rural areas. However, according to the 1981 census the total population of Pakistan stand at 84253 thousands of which 28.2% lived in the urban areas while the remaining 71.8 percent formed the rural population. The same census puts the population of Sind Province at 19029 thousands out of which 43.8 percent lived in Urban areas and 56.7% in the villages. The density of population of per square kilometer for Pakistan and Sind is 106 and 135 persons respectively.

Climate of Sind :

Climate is defined as the average condition of the weather at a particular place over a period of years. It includes rainfall, temperature, Wind direction, velocity, humidity and such other factors. It is the most important factor which determines the soil characteristics and the range of vegetation. Before writing anything on agriculture of a particular province it is of paramount importance to study the climatic conditions of that province.

Table-III

ENROLMENT AND PARTICIPATION RATE OF 8 PROJECT DISTRICTS OF SIND

Name of District	Population		Population 5-9			Enrolment			Out of School Population	% 5-9 years	Participation Rate %
	Male	Female	Male	Female	Total	Male	Female	Total			
Thatta	424	415	70	68	138	36400	6439	42039	95161	69%	30.46
Tharparker	864	776	143	128	271	71303	15794	87097	183903	68%	32.13
Sanghar	527	487	87	80	167	58054	11357	69411	97589	58%	41.56
Dadu	607	566	100	93	193	66023	15367	81390	111610	58%	42.17
Nawabshah	900	888	148	146	294	93139	23051	116190	177010	60%	39.52
Khairpur	557	514	91	84	175	64940	11554	76494	58506	56%	43.43
Sukkur	650	573	107	95	202	93064	19555	112619	89381	44%	44.24
Jacobabad	561	545	97	89	186	116218	48114	164332	29482	7.1%	27.2
Over all participation rate											39.37

1 DIRECTORATE SCHOOL EDUCATION HYDERABAD

2 BUREAU OF STATISTICS SIND

Agro-Ecological regions of Sind are as under

Agro-Ecological Region-I

A. Geographical Coverage

<u>District</u>	<u>Taluka/Tehsil</u>
Karachi	Full Karachi District
Dadu	Mehal Konistan
Thatta	Kohistan tract

The region comprises mountainous with intermountain basins and plateaus.

Climate :

The region has arid (desert) tropical type of climate with constantly dry season. The coastal belt receives sea breeze and therefore the summer is not too hot along the coast. In summer the mean daily maximum temperature varies from 40.5 °C in the north to 33 to 34 °C along the coast. The mean monthly maximum temperature ranges from 38 to 44 °C. In winter, the mean daily maximum temperature is 3 to 6 °C in the north and 11.5 to 15 °C along the coast. The northern region receives occasional cold spells, when the mean monthly minimum temperature falls to minus 1.5 to minus 4 °C.

The mean monthly rainfall in summer is extremely meager (2.4) in the greater part of the zone except South-eastern part where it is about 36 to 37 mm.

Agro-Ecological Region-II

A. Geographical Coverage

<u>District</u>	<u>Taluka/Tehsil</u>
Thatta	Full Thatta District except Kohistan Area
Badin	Full District of Badin
Hyderabad	Tando Mohammad Khan
(Kotri Barrage area comes under this ecological region).	

On the south and west this zone is bounded by the sea on the east by the Thar desert. The limit of the Indus Delta has been taken as the northern boundary on the basis of soil characteristics and hydrology.

Climate :

The climate is mainly arid marine, with moderate temperature and low rainfall. The outstanding features is a steady sea breeze from April to October, when the temperature rarely rises above 34 °C or falls below 24 °C. Humidity is high and both annual and diurnal ranges of temperatures are low.

Agro-Ecological region-III.

A. Geographical Coverage

<u>District</u>	<u>Taluka/Tehsil</u>
Hyderabad	Hyderabad, Hala, Tando Allah Yar
Tharparker	Mirpurkhas, Jamesabad, Digri, Sammaro,
Sanghar	Shahdadpur, Sinjhoro

Dadu	Sehwan, Kotri, Johi, Dadu, Mehar
Khairpur	Khairpur, Gambat, Mirwah, Kot Diji, Faiz Gany.
Larkana	Larkana, Ratodero, Dokri, Kambar, Warah, Shahdad Kot, Miro Khan.
Nawabshah	Nushehro, Feroze, Kandiaro, Moro, Sakrand, Nawabshah.
Jacobabad	Jacobabad, Garhi Khairo, Kandh Kot, Kashmore, thull.
Sukkur	Sukkur, Rohri, Ghotki, Pano Akil, Ubauro, Garhi Yasin.
Shikarpur	Khanpur, Lakhi Ghulam Shah.

Climate :

The climate is arid sub-tropical continental with hot summer and mild winter. The zone could be sub-divided into northern southern regions. The northern region is extremely hot in summer with mean daily maximum temperature of 40-45 °C during May to July and the mean monthly maximum temperature rising to 50 °C in the shade 8.5 °C with mean monthly lowest minimum temperature of 2-4 °C. The southern region is also hot in summer with mean daily maximum temperature ranging between 38 and 43 °C and the mean monthly highest maximum temperature of 43-47.

Region	Kind of Crop.	Timing of Sowing	Time of Harvesting	Remarks
Southern	Wheat	Oct.-Dec.	March to April	
Part of Sind Northern	Wheat	Oct.-Nov.	April to May	
Part Southern	Rice	April-July	Oct. to Nov.	
Part of Sind Northern	Rice	May-July	Oct. to Nov.	
Southern Region	Cotton	15th April to 15th May	Cotton Picking	
Northern Region	Cotton	15th May to 15th June	January to February.	

STAGGERED TIME TABLE AND VACATIONS

In this paper staggered time table is defined as daily time schedule of primary schools which is in conformity with the local conditions and seasonal crop rotation periods. The staggered time table may vary from school to school or from cluster schools of one area to cluster schools of other areas according to local conditions and crop seasons. Similarly vacations may vary in time and

periods according to the agricultural occupations of the people and it may also vary from one part of the province to other part of the province. The strategy of staggered time table and vacations should aim at to prevent loss of time on the part of teachers and devote more time to classroom teaching and ensure full retention of the students and discourage dropouts.

DATA ANALYSIS AND INTERPRETATION

It may mentioned here that the items of the questionnaire and observation sheet have been analysed and interpreted which were found related to the topic under study.

Enrolment and attendance :

Enrolment and attendance in each month of the academic year upto November is given below:

TABLE - IV

Month	Enrolment	Attendance	Relation rate %
January 88	5994	4986	53%
February 88	5494	5146	63%
Marach	5494	5409	98.45%
April	6115	5633	73.71%
May	6962	.	80.60%
June	Summer	Vaction	
July	Summer	Vacation	

August	4933		70.81%
September	4649		66.67%
October	5007		71.80%

View of the Teachers/Supervisors regarding time schedule and to increase it :

The questionnaires were administered on 27 teachers of sample schools and 18 Supervisors of Primary Education of those schools. The responses:

- | | | |
|----|--------------------------------------|-----|
| 1. | No increase | 79% |
| 2. | Increase but with financial benefit. | 11% |
| 3. | No Comments | 10% |

The response of supervisors and teachers regarding daily time schedule is that 79% are in favour of the present schedule of timings. When its reason was asked they told that they could get enough time for their private affairs. 11% opined to increase the time with a condition that their salaries may also be enhanced. 10% of the respondents did not comment.

Table-IV indicates that the low attendance rate occurs in the month of January which is a sowing season of the Wheat crop. The reason given by the teachers is that the parents approach in this month to allow their children to watch birds and prevent the birds to eat wheat seeds from soil.

The table also indicates that the highest attendance rate is in the month of March. When asked for reason, it was replied that it was a time of annual examinations.

It is also indicative from the table that the attendance rate declines after summer vacation. The reason given by the teachers and supervisors is elder students of class IV & V become labour in the field in June and July which is harvesting season of wheat crop. In this way they become earning members of poor families and ultimately dropout.

Daily School Time Table :

The primary schools in Sind function for five hours daily with half an hour break. Therefore, the teaching period became 5-1/2 hours. The timings are summer 7:30 a.m. to 1:00 p.m. and winter 8:30 a.m. to 2:00 p.m. In the researcher's observation sheet a column concerning the arrival of the students to see whether all the students arrive at 8:30 a.m. The findings of this column are as under. Out of 4965 student present in sample schools on the day of visit of researchers. The students arrived as under:-

Time	No. of Students Arrived	Percentage
8:30 a.m.	2098	42.25%
8:45 a.m.	10332	26.08%
9:00 a.m.	904	18.20%
9:15 a.m.	631	12.70%
9:30 a.m.	Nil	Nil

It appears from the above table that all the students can not arrive at 8:30 a.m. but use to come upto 9:15 a.m. Therefore, there is the starting time 8:30 a.m. in the Winter is not suitable and it be changed to 9:30 a.m.

Time devoted to actual teaching :

At the time of observation the following time was devoted to the actual teaching:

Class	Subject	Topic	Time taken in teaching
III	Science	Light	25 minutes Teaching 15 " activities
II	Maths	Addition	40 minutes activities
IV	Sindhi	Poem	35 minutes oral recitation
I	Sindhi	Dictation	50 minutes
III	Science	Animals	35 minutes
V	Social Studies	Climate of Pakistan	30 minutes
V	S. Studies	Map reading	40 minutes
V	Science	Heat	45 minutes
III	Rel Education Ethics		25 minutes
I	Combination of Alphabts	Sindhi	50 minutes
III	Production of District Sanghar.	Social Studies	30 minutes
IV	Rivers and its use.	Social Studies	40 minutes

From the above observation it appears that on the overage 38 minutes are devoted to the teaching of each main subject and five subjects are taught in the primary schools. In this way out of 5 hours, 3 hours and 22 minutes are devoted to the actual teaching and the rest of the time is wasted by the teachers.

In this regard record of one school named Government Boys School Khadro which was established in 1904 was seen and at that time the school timings were as under :-

Winter	9:00 a.m.	to	12:00 Noon
Break	12:00 a.m.	to	2:00 p.m.
	2:00 a.m.	to	5:00 p.m.
Summer	8:00 a.m.	to	11:00 a.m.
Break	11:00 a.m.	to	1:00 p.m.
	1:00 p.m.	to	4:00 p.m.

It shows that the total school hours were 6 hours and the break of 2 hours was meant for lunch. Views of the teachers regarding school timings.

To a question whether school timings may be increased, 79% teachers responded that the existing timings are alright. 11% responded that time be increased with a condition that the teachers salaries should also be increased. 10% did not respond to a question

Vacation:

Summer and Winter vacations are observed in Sind. Duration of Summer vacation is 66 days i.e. from 7th June to 11th August every year. Duration of Winter vacation is 9 days i.e. from 23rd December to 31 December. In addition to this 12 public holidays are observed. In this way for 125 days, schools are closed including 38 Fridays. The working days in an academic year comes 240 days.

The record of the primary school mentioned above shows that the duration of summer vacation was 30 days and that of Winter 15 days. In all including weekend holidays on Sunday. The total holidays used to be for 100 days per year and schools used to function 265 days a year.

Views of the Teachers and Supervisors in Respect of Vacations

Responses

- | | | |
|----|--|-----|
| 1. | As per schedule (No change) | 65% |
| 2. | Lower Sind in April and May
Upper Sind in June and July | 3% |
| 3. | Just after Annual Examination. | 17% |
| 4. | According to harvesting Season. | 12% |
| 5. | No Comments. | |

It is clear from the above analysis that Majority i.e. 65% of the Supervisors and teachers opined that existing period of vacations is suitable. 3% are of the opinion that summer vacation be held in the month of April - May in southern region of the province and in June and July in Northern part of the Province. 12% favoured the periodical vacation during the harvesting seasons of wheat and Paddy crops. 17% opined to hold vacation just after the Annual examinations. 3% of the supervisors and teachers did not respond to the question.

CONCLUSION AND SUGGESTIONS

The present system of daily time schedule of primary schooling and vacations does not commensurate with the leisure time of the students and parents and with the climatic and local conditions of the various regions of the Province. The system does not also confirm with the sowing and harvesting periods of the seasonal crops. This practice has resulted in adding the dropouts and creating low retention rate and making the teacher more lethargic. As mentioned previously 3-1/2 hours are devoted to actual teaching daily out of 5 hours. In the pre-independence period the Primary Schools used to function 6 hours daily excluding two hours lunch break, on account of which teachers and taught used to come back fresh in the classroom and much time was devoted to actual teaching and the standard of education was better than today.

SUGGESTIONS:

1. The present system of daily time table of Primary schools needs to be changed and made according to the local conditions of the schools.
2. The period of summer vacation is too long and results in dropouts which may be shortened and made periodic according to sowing and harvesting seasons of main crops.
3. The daily school timings particularly those of schools in rural/population main occupation is Agriculture may be designed according to the leisure time of the community so that the community members can participate in school activities and can bring their children to schools.
4. Service conditions of the teachers may be improved and their salaries to increased to enable them to devote much time to their teaching profession and less time to their private affairs.
5. The school timings may be increased from five hours to 8 hours daily including 2 hours lunch break from 12 to 2:00 p.m. in summer and 11:00 to 1:00 p.m. in winter.
6. The supervision may be made more effective to ensure that the teachers devote more time in actual classroom teaching.
7. One reason, some of the teachers do not devote much time to actual teaching in class, is their non-mastery over the primary school subjects. In this regard it is suggested that P.T.C course may be made for two years instead of one year.
8. It is also suggested that the District Education Officers may be authorised to reschedule the time-table and vacation according to the local conditions and environment and crop seasonal condition of the schools of their districts.
9. The study reveals that the students come from the catchment area of the school from the walking distance or 1-3 kilometers and can not reach the school in time i.e. 8:30 a.m. Therefore, timings need to be revised accordingly.

10. The study also indicate that if the present system of time table and vacations is prepared on the basis of climatic conditions of the province even then from climatic point of view the province is divided into three Agro-Geographical regions and the system is not suitable to all the three regions.
- 11 In two areas of Sind viz Thar (a desert area) and Kohistan (Mountaineous area). The Agriculture cultivation in these areas depend upon rainfall. When there is no rain in a year, many families of different villages migrate from those areas to irrigation areas. They settle there for two-three months and some times a full year. The primary schools of these areas remain closed during the migratory period in addition to vacation period. The result is that either the school is vanished for ever or all students belonging to migratory families dropout. There is need to survey these areas and provide educational opportunities accordingly.

However, there is scope for further study on the topic staggered time table and vacations.

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**STAGGERED SCHOOL TIME TABLE
AND
VACATION SCHEDULE**

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STAGGERED SCHOOL TIME TABLE & VACATION SCHEDULE

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Primary Education Project, Lahore

Introduction

It is generally felt that school time tables and vacation schedule cause absenteeism and high dropout rate especially in the primary schools of the country. Children of poor families are forced to remain absent from school as the school timings and vacation schedule are in conflict with children's working time, though their parents have the desire to send their children to school. The rate of absenteeism somewhat increases in the sowing harvesting seasons, as the children of poor peasants help their parents in sowing and harvesting.

The present vacation schedule according to the Punjab Education Code and Gazetted holidays declared by the Government is given below. (The Govt. may change this schedule as and when they feel need and desire to change it).

a)	Summer Vacation:	from 16th June to 31st Aug: 78 days
b)	Spring Vacation:	from 1st April to 7th April 07 days
c)	Winter Vacation:	from 24th Dec. to 31st Dec. 08 days
d)	Gazetted Holidays during the calander year	
i)	Eid Milad-un-Nabi	01
ii)	Pakistan Day	01
iii)	May day	01
iv)	Independance day	01
v)	Eid-ul-Fitr	04
vi)	Defence Day	01
vii)	Death Anniversary of the Quaid-e-Azam	01
viii)	Iqbal Day	01
ix)	Mohrrum Days	03
x)	Eid-ul-Azha	01
xi)	Birth day of the Quaide Azam	01
xii)	Miraj	01
xiii)	Shabe Barat	01
e)	Half day leave in a week.	18
f)	Monthly centre meetings	09
g)	Local Holidays declared:	
i)	by District Administration	02 days
ii)	by School Administration	04 days
h)	Casual Leave facilities available to teachers during the calander year	25 days
i)	Weekly holidays	40 days

Total Holidays/Vacation during a year

i.e. $a+b+c+d+e+f+g+h+i =$

209 days.

Actual working days $365-209 =$

156 days

during any year.

If we look on the above list of Holidays in schools we find that only 156 working days are left in a year if all other conditions remain normal. In order to have a clear picture of the situation, the present study has been under taken with the following purposes.

PURPOSES

- i) to increase children's rate of attendance in the Primary classes through suggesting appropriate vacation schedule.
- ii) to increase the retention level of students.

METHODOLOGY

Sample:-

Seven schools (Five boys and two for girls) have been selected for the present study:-

They are	i)	Govt. Pry. School Theeng Chak No. 7 Distt: Kasur	S-1
	ii)	Govt. " " Naroki Mahja	S-2
	iii)	Govt. " " Bhai Kot Chak No. 3	S-3
	iv)	Govt. " " Mandian Wala Chak No. 19	S-4
	v)	Govt. Pry. School Kot Fazal Din	S-5
	vi)	Govt. Middle School Jagowala Chak No. 40	S-6
	vii)	Govt. Girls High School Bhedian Chak No. 35 Pattoki	S-7

These schools are situated within a radius of 5 k.m. from pattoki, District Kasur. The main reasons of selecting these schools are:

- i) They are situated in the areas which produce different crops during a year and have different modes of irrigations.
- ii) They are Government Institutions.
- iii) They have maintained authentic record of students attendance.
- iv) They are within the reach of the researcher.

INSTRUMENTS :

- i) In order to observe attendance record of the students a check list was prepared. (see annexure I) The researcher collected and recorded the data personally from the official record of the schools.
- ii) In order to get the opinions of the teachers a questionnaire was prepared and administered to them. This questionnaire contains ten structured questions. The questions are about the suitability of number and schedule of the various types of holidays and vacations. (see annexure II)

ANALYSIS

Simple percentage has been used to analyse the collected data. Percentage of attendance has been worked out as under:-

Percentage of attendance

$$\frac{\text{Actual attendance of students}}{\text{Possible attendances during month}} \times 100$$

Suppose of for example
Total students = 40

Possible attendance
in any month = 35

Total possible attendance will be = $40 \times 35 = 1400$

Say actual attendances of the above 40
students during any month = 1250

Percentage of attendance: $\frac{1250}{1400} \times 100 = 89.3\%$

Average percentage of attendance has been worked out by adding all the percentages of attendance of all months of the year and dividing them by the number of months.

Simple percentage has also been used to analyse and interpret the responses of the teachers about the questionnaire administered to them.

TABLE - I
TABLE SHOWING PERCENTAGE OF ATTENDANCE IN THE SELECTED PRIMARY
SCHOOLS OF KASUR DISTRICT.

CLASS - I

	April 87	May 87	June 87	July 87	Aug 87	Sep 87	Oct 87	Nov 87	Dec 87	Jan 88	Feb 88	March 88	Average of attendance of a school
S-1													
(m)	100.	100.	100.	-	-	100.	100.	99	100.	100.	100.	100.	99.9
S-2													
(m)	71.	96.	77	-	-	79.	91.	92.	95.	94.	95.	96.	88.6
S-3													
(m)	95.	100.	100.	-	-	100.	93.	100.	100.	100.	100.	100.	98.8
S-4													
(m)	100.	100.	100.	-	-	100.	100.	96.	100.	100.	100.	100.0	99.6
S-5													
(m)	58.	70.	80.	-	-	75.	86.	89.	86.	90.	92.	97.	82.3
Av.%													
M)	84.8	93.2	91.4	-	-	90.8	94.	95.2	96.2	96.8	97.4	98.6	
S-6													
(f)	99.	95.	92.	-	-	98.	96.	98.	99.	95.	99.	97.5	96.9
S-7													
(f)	93.	97.	96	-	-	94.	79.	95.	97	92.	97.	95.	92.5
Av.F	96.	96.	89	-	-	96.	97.5	96.5	98	93.5	98.	96.3	
Av%	88.	94.	90.7	-	-	92.3	92.1	95.6	96.7	95.9	97.6	97.9	

Table 1 shows that in class I

- a) The minimum average percentage of attendance of all of the schools in the sample is 88% and it is in the month of April.
- b) The maximum average percentage of attendance of all the school is in the month of March. This percentage has been calculated as 97.9%.
- c) The range of difference between the maximum percentage and the minimum percentage of attendance is $97.9 - 88.0 = 9.9\%$.

TABLE-II

PERCENTAGE OF ATTENDANCE IN THE SELECTED PRIMARY SCHOOLS OF KASUR DISTRICT, CLASS-II

Schools/ Months.	April 87	May 87	June 87	July 87	Aug 87	Sep 87	Oct 87	Nov 87	Dec 87	Jan 88	Feb 88	March 88	Average % Attendance during.
S-1 (M)	98.	99.	95.	-	-	98.	99.	100.	98.	100.	100	100.	98.7
S-2 (M)	85.	92.	73.	-	-	88.	93.	96.	93.	96.	98.	100.	91.4
S-3 (M)	100.	100.	100.	-	-	99.	100.	100.	100.	100.	100.	100.	99.9
S-4 (M)	100.	100.	100.	-	-	100.	100.	100.	100.	100.	100.	100.	100.0
S-5 (M)	62.	77.	91.	-	-	78.	90.	91.	84.	96.	88.	99.	85.6
Ave:% Atten:	89.	93.6	91.8	-	-	92.6	96.4	97.4	95.	98.4	97.2	99.8	
S-6 (F)	73.5	83.8	88.	-	-	98.	93.	78.	93.	84.7	90.	98.	88.0
S-7 (F)	90.	94.	95.	-	-	86.	99.	96.	95.	100.	100.	99.	95.4
Av.% Att en: (P)	81.8	88.9	91.5	-	-	92.	96.	87.	94.	92.4	95.	98.5	
Average	86.9	92.2	91.7	-	-	92.4	96.2	94.4	94.7	96.7	96.5	99.4	

Table - 2 Shows that in Class - II

- The minimum average percentage of attendance of the schools in a month is 86.9 which is in the month of April.
- The maximum average percentage of attendance in a month is 99.40 which is in the month of March.
- The range of difference between the maximum and minimum percentages of attendance is $99.4 - 86.9 = 12.5$

TABLE-III

**PERCENTAGE OF ATTENDANCE IN THE SELECTED SCHOOLS
OF KASUR DISTRICT, CLASS-III**

Schs/ Months.	April 87	May 87	June 87	July 87	Aug 87	Sep 87	Oct 87	Nov 87	Dec 87	Jan 88	Feb 88	March 88	Ave % of Att: of the School.
S-1 (m)	100.	96.	84.	-	-	98.	98.	99.	100.	100.	98.	100.	97.3
S-2 (m)	91	91	92.	-	-	92.	96.	95.	96.	91.	96.	97.	93.7
S-3 (m)	99.	100.	100.	-		90.	100.	99.	99.	99.	100.	100.	98.6
S-4 (M)	100.	100.	100.	-		100.	100.	100.	100.	100.	100.	100.	100.
S-5 (M)	76.	87	94.	-	-	78.	86.	96.	94.	92.	94.	100.	89.7
Av.% of Atten:	93.2	94.8	94.	-	-	91.6	96	97.8	97.8	96.4	97.6	99.4	
S-6 (F)	54.	60.	46.	-	-	94.	89.	55.	71.	75.	89.	80.	71.3
S-7 (F)	96.	92.	84.	-	-	93.	97.	96.	98.	98.	98.	98.	95.1
Av.% Att:	75.	76.	65.	-	-	93.5	93.	75.5	84.5	86.5	93.5	89.5	
Ave . percen- tages.	88.	89.4	85.7	-	-	92.1	95.1	91.4	94.0	93.6	96.4	96.6	

Table - 3 Shows that in Class - III.

- a) The minimum average percentage in a month is 88. % which is in the month of April.
- b) The maximum average percentage in a month is 96.6 which is in the month of March.
- c) The range of difference between the maximum and minimum average percentages of attendances is $96.6 - 88.0 = 8.6\%$.

TABLE-IV

**PERCENTAGE OF ATTENDANCE IN THE SELECTED
PRIMARY SCHOOLS OF KASUR DISTRICT, CLASS-IV.**

Schs/ Months.	April 87	May 87	June 87	July 87	Aug 87	Sep 87	Oct 87	Nov 87	Dec 87	Jan 88	Feb 88	March 88	Ave : of Percen- tage.
S-1 (M)	100.	100.	91.	-	-	100.	98.	100.	100.	100.	100.	100.	98.9
S-2 (n ₁)	93.	94.	82.	-	-	96.	98.	79.	95.	93.	96.	93.	91.9
S-3 (M)	99.	98.	100.	-	-	100.	100.	100.	98.	100.	100.	100.	99.5
S-4 (m)	100.	100.	100.	-	-	100.	100.	100.	100.	100.	100.	100.	100.
S-5 (m)	77.	84.	89.	-	-	98.	59.	59.	84.	92.	95.	99.	90.8
Ave:%													
Att:	93.8	95.2	92.4	-	-	98.8	98.2	94.8	95.4	97.	98.2	98.4	-
S-6 (F)	55.6	51.7	51.6	-	-	45.7	49.	40.8	47.8	83.	85.5	80.	59.1
S-7 (F)	97.	91.	93.	-	-	92.	98.	97.	99.	99.	99.	100.	96.5
Ave%													
Att.	76.3	71.4	72.3	-	-	68.9	73.5	68.9	73.4	91.	92.3	-	
Average Percentage	88.8	88.4	86.7	-	-	90.2	91.1	87.4	89.1	95.3	96.5	96.0	-

Table - 4 shows that in Class - IV.

- i) The minimum average percentage in a month is 88.8 which is in the month of April.
- ii) The maximum average percentage in a month is 96.0 % which is in the month of March.
- iii) The range of difference between the maximum and minimum percentages is $96.0 - 88.8 = 7.2\%$.

TABLE V.

**PERCENTAGE OF ATTENDANCE IN THE SELECTED
PRIMARY SCHOOLS OF KASUR DISTRICT, CLASS-V**

Schools/ Months.	April 87	May 87	June 87	July 87	Aug 87	Sep 87	Oct 87	Nov 87	Dec 87	Jan 88	Feb 88	March 88	Ave : of of Atten- dence.
S-1 (M)	100.	100.	100.	-	-	100.	100.	100.	100.	100.	100.	100.	100.
S-2 (M)	93.	93.	84.	-	-	100.	87.	95.	86.	92.	96.	96.	92.2
S-3 (M)	100.	100.	100.	-	-	98.	99.	100.	97.	100.	98.	100.	99.2
S-4 (M)	100.	100.	100.	-	-	100.	100.	100.	100.	100.	100.	100.	100.
S-5 (M)	31.	88.	95.	-	-	93.	91.	96.	80.	97.	96.	96.	86.3
Ave:% Att:	84.8	96.2	95.8	-	-	98.2	95.4	98.2	92.6	97.8	98.	98.4	
S-6 (F)	85.	85.	90.	-	-	80.	84.8	88.	90.	91.	90.4	93.	
S-7 (F)	95.	98.	97.	-	-	97.	92.	85.	98.	92.	96.	94.	94.0
Av:% Att:	90.	91.5	93.5	-	-	88.5	88.4	86.5	94.	91.5	93.2	93.5	
Average Percen- tage.	86.3	94.9	95.1	-	-	95.4	93.4	94.9	93.	96.	96.6	97.0	-

Table - 5 shows that in Class - V.

- The minimum average percentage of attendance in a month is 86.3% which is in the month of April.
- The maximum average percentage of attendance in a month is 97.0 which is in the month of March.
- The range of difference between the maximum and minimum average percentage $97.0 - 86.3 = 10.7\%$.

TABLE-VI

**COMPARISON OF THE AVERAGE PERCENTAGE OF ATTENDANCE IN THE
SELECTED PRIMARY SCHOOLS OF DISTRICT KASUR**

CLASS-I TO CLASS-V

MONTHS.	C.I	C.II	C.II	C.IV	C.V
April 87	88.0	86.9	88.0	88.8	86.3
May	94.0	92.2	89.4	88.4	94.9
June	90.7	91.7	85.7	86.7	95.1
July	-	-	-	-	-
Aug	-	-	-	-	-
Sept.	92.3	92.4	92.1	90.2	95.4
Oct.	92.1	96.2	95.1	91.1	93.4
Nov.	95.6	94.4	91.4	87.4	94.9
Dec.	96.7	94.7	94.0	89.1	93.0
Jan:88	95.9	96.7	93.6	95.3	96.0
Feb.	97.6	96.5	96.4	96.5	96.6
March	97.9	99.4	96.6	96.0	97.0

TABLE - VI (A)

MONTHS	CLASS I TO II	I & II	I & IV	I & V
April 87	1.1	0.0	+0.8	1.7
May	1.8	4.6	5.6	+0.9
June	+1.0	5.0	4.0	4.4
July	-	-	-	-
Aug	-	-	-	-
Sept.	+0.1	0.2	2.1	3.1
Oct.	+4.1	+0.3	1.0	1.3
Nov.	1.2	4.2	8.2	0.7
Dec.	3.0	2.7	7.6	4.7
Jan:88	+ .08	2.3	0.6	+0.1
Feb.	1.1	1.2	1.1	1.0
March	+1.5	1.3	1.9	0.9

Moderate difference of percentages of attendance of students of class with the students of the rest of the primary classes exists in the month of June(C.I&III) and May, Nov. & Dec.(C.I&IV) whereas difference of attendance of C-I students with students of remaining primary classes in all other month is negligible.

TABLE-VI (B)

Difference of percentages of attendances of the students of
Class II with Class I, III, IV, & V.

MONTHS	II & I	C.II & III	II & IVI	II & V
April 87	1.1	-1.1	-1.9	+0.6
May	1.8	2.8	3.8	+2.7
June	+1.0	6.0	5.0	+3.4
July	-	-	-	-
Aug	-	-	-	-
Sept.	+0.1	0.3	2.2	-3.0
Oct.	+4.1	1.1	5.1	2.8
Nov.	1.2	3.0	7.0	+0.5
Dec.	3.0	3.7	5.6	1.7
Jan. 88	+0.8	1.1	1.4	0.7
Feb.	1.1	0.1	0.0	+0.1
March	+1.5	2.8	3.4	2.4

Moderate difference of percentages of attendance of students of class II with students of the rest of the primary classes exists in the month of June (II&III) and in the months of June, October, November, December (II&IV) whereas difference of attendance of Class-II with the students of other primary classes in the remaining months is negligible.

TABLE-VI (C)

Difference of percentages of attendances between the students of
Class III with Class I, II IV, & V.

MONTHS	III & I	III & II	III & IV	III & V
April 87.	0.0	1.1	0.8	1.7
May	4.6	2.8	1.0	5.5
June	5.0	6.0	1.0	9.4
July	-	-	-	-
Aug	-	-	-	-
Sept.	0.2	0.3	1.9	3.3
Oct.	+0.3	1.1	4.0	1.7
Nov.	4.2	3.0	4.0	3.5
Dec.	2.7	3.7	4.9	1.0
Jan.	2.3	1.1	1.7	2.4
Feb.	1.2	0.1	0.1	0.2
March	1.3	2.8	0.6	0.4

- i) Considerable difference of percentages of attendance of the students of classes III & V exists in the month of June.
- ii) Moderate difference of percentages of attendance of students of class III with the percentages of attendance of students of classes I & II exists in June and with class V in the month of May.

TABLE-VI (D)
Difference of percentage of attendance between the students of
class IV with classes I, II, III & V.

MONTHS	IV & I	IV & II	IV & III	IV & V
April 87.	0.8	1.9	0.8	2.5
May	5.6	3.8	1.0	6.5
June	4.0	5.0	1.0	8.4
July	-	-	-	-
Aug	-	-	-	-
Sept.	2.1	2.2	1.9	5.2
Oct.	1.0	5.1	4.0	2.3
Nov.	8.2	7.0	4.0	7.5
Dec.	7.6	5.6	4.9	3.9
Jan.88	0.6	1.4	1.7	0.7
Feb.	1.1	0.0	0.1	0.1
March	1.9	3.4	0.6	1.0

Moderate difference of percentages of attendance exist between attendance of the students of class IV with :

- Class-I: in the months of May, Nov. & Dec.
- Class-II: in the months of June, Oct., Nov. & Dec.
- Class-V: in the months of May, June, Aug and Nov.

TABLE-VI (E)
Difference of percentages of attendance between the
students of class V with classes I, II, III & IV.

MONTHS	V & I	V & II	V & III	V & IV
April 87	1.7	0.6	1.7	2.5
May	0.9	2.7	5.5	6.5
June	4.4	3.4	9.4	8.4
July	-	-	-	-
Aug	-	-	-	-
Sept.	3.1	3.0	3.3	5.2
Oct.	1.3	2.8	1.7	2.3
Nov.	0.7	0.5	3.5	7.5
Dec.	4.7	1.7	1.0	3.9
Jan 88.	0.1	0.7	2.4	0.7
Feb.	1.0	0.1	0.2	0.1
March	0.9	2.4	0.4	1.0

Considerable difference of percentages of attendance of the students of class V with the percentage of students of class III exists in month of June.

Moderate difference of percentages of attendance of the students of class V with the percentages of attendance of the students of class.

- III. exists in the month of June
- IV. exists in the month of May, June, Sept & Nov.

TABLE-7

COMPARISON OF PERCENTAGE OF ATTENDANCE BETWEEN THE MALE AND FEMALE STUDENTS OF THE SELECTED PRIMARY SCHOOLS OF KASUR DISTRICT.

MONTHS	C.I		C.II		C.III		C.IV		C.V	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
April 87.	84.8	96.0	89.0	81.8	93.2	75.0	93.8	88.8	84.8	90.0
May	93.2	96.0	93.6	88.9	94.8	76.0	95.2	88.4	96.2	91.5
June	91.4	89.0	91.8	91.5	94.0	65.0	92.4	86.7	95.8	93.5
July	-	-	-	-	-	-	-	-	-	-
Aug	-	-	-	-	-	-	-	-	-	-
Sept.	90.8	96.0	92.6	92.0	91.6	93.5	90.8	90.8	98.2	88.5
Oct.	94.0	87.5	96.4	96.0	96.0	93.0	98.2	91.1	95.4	88.4
Nov.	95.2	96.5	97.4	87.0	97.8	75.5	94.8	87.4	98.2	86.5
Dec.	96.2	98.0	95.0	94.0	97.8	84.5	95.4	89.1	92.6	94.0
Jan:88	96.8	93.5	98.4	92.4	96.4	86.5	97.0	95.3	97.8	91.5
Feb.	97.4	98.0	97.2	95.0	97.6	93.5	98.2	96.5	98.0	93.2
March	98.6	96.3	99.8	98.5	99.4	89.5	98.4	96.0	98.4	93.5

Table 7 gives the comparison of percentages of attendance between the male and female students of all the five primary classes. It shows that i) :-

- i) Considerable difference exists between them as under :-

<u>CLASS</u>	<u>MONTHS</u>	<u>BETTER ATTENDANCE</u> <u>MALE / FEMALE</u>
I	April	Female.
II	Nov.	Male
III	April, May, June Nove., Dec., Jan. and March.	Male
V	Sept. & Nov.	Male

- ii) Moderate difference exists between them as under :-

I	Sept.	Female
	Oct.	Male.
II	April, Nov. & Jan	Male
IV	April, May, June, Sept., Oct., Nov. and Dec.	Male.
V	April, Oct. and Jan.	Male.

- iii) In the rest of the class in the remaining months the difference of attendance between the male and female students is negligible.

Note:- The difference of 9. % or above has been treated as considerable moderate if it ranges from 5.0% to 8.0% and negligible if it is below 5.0%.

Analysis of the responses of the teachers about the number and schedule of various kinds of vacation.

Vacation schedule

71.4% teachers stated that the vacation schedule for schools is suitable and 28.6% thought it otherwise. Those who do not consider the schedule of vacation to be suitable suggested the schedule to be as under :-

Summer Vacation:-	57.1% teachers proposed schedule 16th June to 15th Sept. 14.2% Teachers proposed schedule 1st June to 16th Sept. 28.7% did not propose any schedule.	
Spring Holidays:-	14.2% teachers proposed from 14.2% teachers proposed from 14.2% teachers proposed from 14.2% teachers proposed from 14.2% teachers proposed from 28.7% did not propose any new schedule.	1st April to 30th April. 1st April to 20th April. 1st April to 17th April. 1st April to 10th April. 10th April to 17th April.
Winter Holidays:-	42.9% teachers proposed from 14.2% teachers proposed from 42.9% teachers did not propose any new schedule.	20th Dec. to 31st Dec. 24th Dec. to 31st Dec.
Number of Vacation:-	28.6% teachers consider that the number of different kinds of vacations and holidays is o.k. whereas 71.4% teachers thought they are not sufficient. So they have suggested the number of vacation/holidays to be as under:-	
Summer vacation:-	14.2% proposed the number 57.1% " " " 28.7% did not propose any thing.	= 96 days of vacation days. = 90 "
Winter Holidays:-	14.2% proposed winter vacation 28.7% " " 42.9% " No response.	= 11 days = 10"
Spring Holidays:-	14.2% proposed days 14.2% " " 14.2% " " 14.2% " " 14.9% no response.	= 30 days. = 20 " = 10 " = 08 "
Casual Leave:-	100% Teachers are in favour that casual leave facility to them should continue as they do not effect the attendance of the students. However, there is some disagreement on the number of casual leaves they should enjoy during a calander year.	

42.8% teachers thought the number of causal leave should remain unchanged whereas 28.6% teachers are in favour of increasing the causal leave and 28.6% teachers gave no response to it.

Weekly Half Holidays:- 100% teachers are in favour that weekly half holidays should continue. However there is difference of opinion whether they have any effect on the attendance of the students. 71.4% teachers think that the weekly half holidays do not have any effect on the attendance of the students whereas 28.6% teachers think that these holidays do effect the percentage of students attendance.

Monthly Centre Meetings 71.4% teachers are in favour that monthly centre meetings of the primary teachers in the centre schools should continue and 28.6% think they should be discontinued as they effect the attendance of the students.

Attendance position:- Regarding the attendance position during each month 85.7% teachers said on that they remain approximately the same in all months, wheras only 14.3% teachers stated that attendance of the students in the months of April and May remains comparatively low and none of them has indicated any reason for it.

FINDINGS

- i) The data collected from the official attendance records of school do not support the generally held view that the present vacation schedule causes absenteeism and high drop out rate.
- ii) The minimum percentage of attendance in all the primary classes has been noticed in the month of April (i.e. when the academic session starts and the students have to purchase new books for the new classes.
- iii) The maximum percentage of attendance has been noticed in the month of March i.e. in the month when the final (annual) examinations are held for promotion of the students to the next classes. In this month students can not afford absenteeism. This may cause them loss of one precious year.
- iv) The highest range of difference between the maximum and minimum percentages of attendance has been noticed in class II. It is 12.5.
- v) The lowest range of difference between the maximum and minimum percentages of attendance has been noted in class iv. It is 7.2.

The reasons of high/low range of difference between the maximum and minimum percentages can not be ascertained. While compering the percentages of attendance of students of different to classes, it has been observed that:- Moderate difference of percentages of attendance of the students of:-

- a) Class(I) with class III exist in the month of give and with class IV in the months of November and December.

- b) Class II with class III in the month of June and with class IV in the month of June, October, November and December.
- c) Class IV with class V in the months of May, June, August and November.

Considerable difference of percentages of attendance of the students of

- a) Class III with class V exist in the month of June.
- vi) While comparing the percentages of attendance of male students with the female students attendance, it has been observed that considerable difference in their percentage exists as follows:-

<u>CLASS</u>	<u>MONTH</u>	<u>BETTER ATTENDANCE</u> <u>MALE / FEMALE</u>
I	April	Female
II	November	Male
III	April, May, June, Nov., Dec., Jan, and March.	Male
V	Sept. November	Male.

The attendance of male students is comparatively better in all the months except in April.

- viii) Majority of teachers think that the present vacation schedule is suitable.
- ix) Majority of the teachers are of the view the number of vacation/holidays during the year is in sufficient.

SUGGESTIONS:

1. On the basis of the data collected there seems no need to suggest any new schedule of vacation and holidays.
2. The vacation schedules do not cause absenteeism and drop outs. There must be some other reasons that are responsible for this. In order to find out a thorough study of its causes is suggested.
3. Some studies be under taken to ascertain the cause of differences of percentages of attendance of:-
 - i) The students of different classes.
 - ii) The male and the female students.

References:

Copies of the school attendance record.

سوالات نامہ

URDU QUESTIONNAIRE

آپ کے خیال کے مطابق مندرجہ بالا تعطیلات برائے مارکس

(i) کے اوقات مناسب ہیں۔ ہاں / نہیں

(ii) کے اوقات اگر مناسب نہیں ہیں تو کیا ہونا چاہئیں۔ نیچے تفصیل دیں۔

(الف) تعطیلات موسم گرما از _____ تا _____

(ب) " موسم سرما از _____ تا _____

(ج) " موسم بہار از _____ تا _____

(iii) کی تعداد مناسب / زیادہ / کم ہے۔

(کسی ایک بر نشان سے لگائیے)

(iv) کی تعداد اگر مناسب نہیں ہے تو پھر کیا ہونی چاہئے نیچے تفصیل دیں۔

(الف) تعطیلات موسم گرما: _____ دن

(ب) " موسم سرما: _____ دن

(ج) " موسم بہار: _____ دن

(v) اساتذہ کے لئے سال کے دوران میں ۲۵-۳۰ ایام کی رخصت اتفاقیہ کی سہولت موجود ہے آپ

کے خیال کے مطابق یہ سہولت برقرار رہنی چاہیے۔ ہاں / نہیں

اگر نہیں تو پھر اساتذہ کو سالانہ کتنی رخصت اتفاقیہ کی سہولت ہونی چاہئے۔ _____ دن

(vi) اساتذہ کو رخصت اتفاقیہ کی سہولت طلباء کی سکول میں حاضری پر اثر انداز ہوتی ہے / نہیں ہوتی ہے۔

(vii) سال میں تقریباً ۱۸ دن ہفتہ وار نصف تعطیل کی نذر ہو جاتے ہیں۔ آپ کے خیال کے مطابق اسے

جاری / جاری نہیں رہنا چاہئے۔

(viii) ہفتہ وار نصف تعطیل سکول میں بچوں کی حاضری پر اثر انداز ہوتی ہے / نہیں ہوتی ہے۔

(ix) سال میں تقریباً ۹ دن ماہانہ سٹریٹنگ کے لئے مخصوص ہوتے ہیں انہیں جاری رہنا / نہیں

رہنا چاہئے۔

(x) ماہانہ سٹریٹنگ طلباء کی سکول میں حاضری پر اثر انداز ہوتی ہے / نہیں ہوتی ہے۔

URDU QUESTIONNAIRE PAGE -2

آپ کے خیال کے مطابق طلباء / طالبات کی حاضری کی پوزیشن درج ذیل مہینوں میں کیسی ہوتی ہے اور اس کی وجہ آپ کے نظریے کے مطابق کیا ہوتی ہے۔

غیر حاضری کی ممکنہ وجوہات

طلباء کی بیماری، والدین کے ساتھ فصول کی کٹائی، برائے وغیرہ میں مصروفیت، موسم کی شدت، امتحانات کی تیاری، تہوار، میسے اور آوارہ گردی وغیرہ ہو سکتی ہیں۔ ان کے علاوہ بھی اگر کوئی وجہ ہو تو تحریر فرمائیے۔

اپریل	حاضری مناسب ہوتی ہے /	مقابلہ کم ہوتی ہے	مقابلہ زیادہ ہوتی ہے	وجہ
مئی	"	"	"	_____
جون	"	"	"	_____
جولائی	"	"	"	_____
اگست	"	"	"	_____
ستمبر	"	"	"	_____
اکتوبر	"	"	"	_____
نومبر	"	"	"	_____
دسمبر	"	"	"	_____
جنوری	"	"	"	_____
فروری	"	"	"	_____
مارچ	"	"	"	_____

تحقیقی منصوبے کو مکمل کرنے کے لئے آپ کے تعاون کا شکریہ۔

والسلام
محمد اکرم خواجہ
ہیڈ ماسٹر
گورنمنٹ ہائی سکول بتوکی

**GENERATING ADDITIONAL RESOURCES
FOR
FINANCING PRIMARY EDUCATION
IN PAKISTAN**

**BY
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ISLAMABAD**

GENERATING ADDITIONAL RESOURCES FOR FINANCING PRIMARY EDUCATION IN PAKISTAN

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I. INTRODUCTION

(a) Arrangement of the Paper:

The purpose of this paper is to analyse the existing system of financing primary education in Pakistan and suggest measures for generation of the additional resources on basis of findings of this analysis. The paper is divided into eight sections. The first four sections of the paper present an analysis of the historical perspective and existing system of financing primary education in Pakistan. In this part of the paper, an attempt has been made to identify factors leading to low funding of primary education. The fifth section estimates the long-term financial requirement for provision of the modest facilities of basic primary education for every boy and girl of the relevant age group. The last three sections of the paper attempt to suggest measures for generation and efficient utilization of additional resources for primary education. This will also require some structural changes in the existing system of management and financing of primary education.

(b) The Present State of Primary Education:

The existing primary education system suffers from chronic deficiencies. About 40% of children do not have access to primary education facilities. The quality of the existing primary school physical facilities is extremely poor. About 29,000 primary schools have no building while 16,000 primary schools have only one class-room for five classes. With the existing level of funding, the target of one teacher and one room for every class which is the minimum essential requirement for quality education appears like a dream. The quality of teachers and instructional materials, is far from satisfactory. Teaching-aids library books and recreational facilities for the children are almost non-existent in the schools. The deterrent environment for the tender children of 5-9 age group leads to high drop-out instead of attracting and retaining them at primary schools. The neglecting attitude of teacher, specially due to high pupil-teacher ratio and inadequate supervisory services is an important factor leading to the inefficiencies. All these factors are resulting in high drop-out rate and low participation rate. Only about 80% of boys and 46% of girls of primary schoolage (5-9) are attending the schools. This includes about 15% to 20% over-age children. If adjustments are made for the over-age children, the participation rates will be much lower. As a result of poor funding of primary education all the children in rural areas either sit on ground or at the most on mats (that are often brought by them from their homes). Textbooks and stationery are to be purchased by the students themselves. The students coming from poorer families are often without books, particularly after they have lost or consumed the first set purchased by the parent at the beginning of the academic session. The teachers are without teacher-guides or library books to up-date their knowledge on the subject matter and teaching methodologies. There are no latrines in most schools. There is scarcity of even drinking water in some schools.

Overall public expenditure on education in Pakistan has been very low. It has varied from 0.88% of GNP in the First Five Year Plan to 2.04% of GNP in the Sixth Plan (against UNESCO's recommendastion of 40% of GNP for developing countries at Pakistan's level of development).

Within this low level of funding for the education sector, primary education got the lowest priority. The following table gives historical perspective of the low priority given to funding of primary education :

Table - I
Expenditure on Primary Education as Percentage of
(i) GNP (ii) Total Public Expenditure at The End of Various Plan Periods.

Year	Exp.on primary Education as percentage of GNP			Exp.on Pri. Edu. as Percentage of Total Public Expenditure
	Dev.	Recurring	Total	
1960-61	0.008	0.929	0.304	1.59
1965-66	0.016	0.495	0.511	2.140
1970-71	0.042	0.484	0.526	2.378
1975-76	0.112	0.483	0.595	2.420
1982-83	0.111	0.507	0.618	2.800
1983-88	0.173	0.542	0.715	2.800

Thus even at present, not more than 2.8% of the public expenditure or 0.7% of GNP is being spent on primary education, which is very low. Much more financial resources are required for quantitative expansion to achieve 100% coverage of primary school facilities and for qualitative improvements to reduce drop-out rate and to upgrade the quality of the output. Hence additional resources need to be generated through non-traditional means.

(b) The Issue of Financial Equity in school education.

Dating back from the period under British rule, Pakistan's education system continues to have disparities between the so-called "English-medium schools" (i.e. Cadet colleges, Model schools, Public Residential schools etc.) and Urdu-medium schools; and also between the schools in the rural areas and schools in the urban areas. The primary education facilities are available only for 46% of girls as compared to 80% of boys. The disparities in terms of building and furniture facilities are very large. There exist rural primary schools under trees without a class-room (or at the most, with one indigenous classroom donated by the community and without furniture or mats. In contrast there are urban English-medium schools with all modern facilities of luxurious furniture, room heating, carpeting, transport etc. The English-Urdu medium school disparity was inherited from the colonial rulers who encouraged the establishment of superior type of English-medium schools to produce instrumental rulers from the feudal families. The same system has not only been allowed to continue but expanded further (with public funds) after the independence to the benefit of the dominant class which happened to inherit political and bureaucratic power after independence. Children from middle or lower socio-economic strata have rarely any chance to enter these schools, not only due to financial hardships but also due to socio-cultural disadvantages specially in command over English which is one of the most important criteria of admission to these schools.

There are also rural-urban disparities in primary school facilities. Most of the urban-located/central administrative offices dealing with primary education often lack motivation and capability to implement the rural education programmes. The Provincial Governments permit lower scales for the buildings for rural areas schools. For example urban schools are provided with standard concrete-brick (pucca) buildings, while the rural areas (e.g. in Punjab) schools are entitled only to more indigenously constructed (Kacha-pucca : half bricks and half mud) one or two classroom building for five classes. Although Pakistan's Constitution provides for "equality of opportunity" as a part of "Fundamental Rights", such double standards in provision of basic education continue un-noticed, probably due to ignorance of rural illiterate parents about their deprivations.

II. Historical Perspective of School Finance in Pakistan.

In the region which now constitutes Pakistan, during pre-British period, education was imparted through an indigenous system of Mukhtabs/Madrassas that gave religious as well as academic education. These institutions were usually supported by local community donations, voluntary semi-paid services rendered by local religious leaders/Imams. During the British rule most of these institutions lost their academic importance and consequently the local financial support due to lack of official recognition of their diplomas and emergence of modern school system that was rewarded by the colonial rulers through high recognition of their diplomas for the Government services. As a result, this indigenous system of basic education died out gradually.

On establishment of local bodies during the period of British rule, under the Local Government Act 1910 responsibility of primary education was entrusted to the Local Bodies. The schools were financed partly by contribution from the local bodies but largely through the grants from the Provincial revenues. Rules determining the proportion of the contribution from the Provincial Government were framed by each Provincial Government in accordance with its economic Resources and that of each district. In consequent, there was considerable variation, not only from province to province, but even from district to district within same province. In particular there was wide variation between rural areas and urban cities because the latter possessed better financial resources.

Under this scheme education expanded rapidly, specially after 1921. There was rapid increase in the number of primary schools, resulting in acceleration in the additional expenditure on primary education, both from the local bodies and government itself. After independence in 1947, as administrative powers further developed, certain difficulties became visible. The contribution of local bodies towards further expansion of the basic education could not keep pace with the requirements because the members of local bodies who depended for their popularity on the votes of their constituency were more and more reluctant to increase the local taxation. Furthermore, budgets of local bodies came under pressure from more competitive demands for other civic services. The result was that net contribution made annually by the local bodies for basic education fell down to less than 25% of the total expenditure by 1960. Under the resource constraint, the salaries and fringe benefit for the teachers working in the local bodies schools were less attractive than comparable staff working in the government schools. This disparity increased the demand by the teachers unions for taking over the control of primary schools by the Provincial Governments. By 1962, the Provincial Governments had taken over the entire financial and administration responsibility of primary education in all the Provinces. At the time of take over by the Provincial Governments the local bodies contribution had gone so low that most

of these local bodies were meeting almost 100% of the recurring expenditure on school education through the Provincial grants.

Side by side with the schools run by the local bodies significant number of schools were being operated by philanthropist and community welfare organizations. Most of these schools were financed through donations and moderately higher tuition fees. Some of these received operational grants in-aid from the government to supplement their income. The standard of such institutions was often higher or at least comparable with the institutions run by the government. However, salaries of teachers of the schools were lesser than the salaries paid in the government schools. Some of the private schools were functioning with commercial motives. On demand from the teacher unions and due to some other political consideration these institutions were also nationalized in 1972.

After taking over of Local Bodies educational institutions by the Provincial Governments in 1962 and Nationalization of all private educational institutions in 1972, the entire burden of primary education fell upon the government exchequer. The efforts of the private sector and the philanthropist contribution to educational development came to an end. According to Education Policy (1972-80), no private school was allowed with exception of selected English Medium schools run by foreign missionaries. However, the Government could not make up the gap created through loss of private and philanthropist contribution to education in the urban cities. The schools in Cantonment areas were taken over by the Federal Government. The municipal corporations/committees who have the legal responsibility of providing basic education could not provide enough funds for opening of new primary schools for the rapidly increasing urban population. This has resulted in over-crowding in the urban schools and deterioration of their quality. Rapid urbanization as a result of popular investment in urban housing by the manpower returning from the Middle East has accelerated the demand for urban schooling facilities further. The urban municipalities could not provide enough primary education facilities. Taking cognizance of this situation, New Education Policy 1979, had allowed opening of schools by the private enterprises. This has resulted in mushroom-like growth of private primary schools, most of which claim to be English Medium schools of superior quality by their owners. These schools charge the cost of education alongwith their commercial profit as tuition fee. These schools are generally affordable only by higher income families. Tuition fees of these schools are beyond reach of low income families but still they have difficulties in finding places for their children in the government/municipality schools, most of which are over-crowded. Even the middle or lower income parents feel compelled to send their children to the private schools because of poor quality, over-crowding and un-availability of admissions in the schools run by the government.

III. Existing Sources of School Finance

There are no specific education taxes (with the exception of recently imposed Iqra surcharge) nor are any particular sources of the government revenues earmarked for education. Basically the recurring expenditure of the school education is the responsibility of the Provincial governments. Major sources of the Provincial revenues are the land revenues, Provincial sales tax, Excise duty, Motor-vehicle taxes, etc. However the Provincial revenues are hardly sufficient to meet their recurring expenditures, of which education forms the largest part (about 60%). Therefore, during Sixth Plan period, recurring expenditure on education over and above 1982-83 level was met through the Federal grants. For meeting capital or developmental activities budget for all sectors of development (including education) the Provincial Government rely upon grants from the Federal government which owns superior revenue-resources. In the Education sector,

the capital grants (called Development Budget) with respect to primary education are usually used for construction of new school buildings, improving the existing school facilities, purchase of equipment for the schools, and inservice training of teacher. Under Pakistan's Constitution, provision of educational services has been the Provincial responsibility, and the Federal Government could only provide policy guidelines and technical assistance to the provincial governments but since the Constitutional changes in 1973, the "Education Curricula" has been put on the "concurrent list" (as a joint Provincial and Federal responsibility).

Despite high priority expressed for universalization of primary education in every National Policy report or plans, hardly 0.6% of GNP was being spent on primary education. This level of expenditure on primary education could not be increased due to other pressing demands on the traditional resources of budget. Therefore, in 1985 the Federal Government levied a special surcharge on all imports (under the name of IQRA surcharge) to generate supplementary funds for education. This fund generates about five billion rupees every year but its proceeds are not being earmarked separately for education as originally intended". The Iqra collections are being credited to the general revenues, although expenditure on education has been increased substantially.

IV. Problems of Allocation and Utilization of Financial Resources for Primary Education.

As per existing system, the education budget is divided into two categories : (i) capital or developmental budget, and (ii) recurring or non-developmental budget. The problems encountered in allocation of adequate resources and their utilization are summarized below:

Development Budget :

Funds for the developmental budget are allocated against approved or likely to be approved projects under Annual Development Programme. The overall allocation of Annual Development Programmes is made through National Five Year Plans which is based on the over-all national requirements and priorities. The available development funds are allocated by the Federal Government to the Provincial Governments on the basis of National population formula as lumpsum grants for all sectors of economy. The Provincial Governments re-allocate these funds against specific projects under various sectors and sub-sectors including primary education. As a matter of principle allocations against specific projects should be based on priorities and programmes approved in the National Five Year Plan. However, in practice, bulk of the development funds go to the projects forwarded by more powerful pressure groups. Generally the agencies having more efficient project formulation and implementation machinery get more funds than their legitimate share. The sub-sector of rural primary education has no organized pressure groups, does not have efficient project formulation and implementation machinery, and its projects are difficult to implement under the existing centralized administrative system due to remote and scattered located of the school sites. Therefore often it gets much lesser funds than its Plan allocation. In the past, substantial portions of the development funds allocated to primary education have been diverted to other expenditure categories due to lack of their utilization in Primary education sector on account of built-in deficiencies of the project formulation and implementation system. Table -2 illustrates short-falls in utilization of funds allocated to primary education during various plan periods in comparison with other sub-sectors of education.

Table-2

Allocation and Utilization of Developmental Funds for Primary Education in comparison to other sub-sectors of Education during various Plan periods.

	First Plan (1955-60)			2nd Plan (1960-65)			3rd Plan (1965-70)			5th Plan (1978-83)			6th Plan (1983-88)		
	Allo.	Exp.	%age Utili- zation	Allo.	Exp.	%age Utili- zation	Allo.	Exp.	%age Utili- zation	Allo.	Exp.	%age Utili- zation	Allo.	Exp.	%age Utili- zation
Primary Education	51.4	23.0	45%	78.0	18.8	24%	68.5	25.9	37.8%	3049.7	1413.1	46.3%	7000.0	3533.0	50%
Post-primary & higher education.	253.5	209.0	82%	258.8	444.0	155%	1005.29	560.4	56%	7333.3	4230.8	58%	11830.0	9897.0	83%
Primary education as % of total.	16.9%	9.9%		21.4%	4.1%		6.4%	4.4%		29.4%	25.0%		37.2%	26.3%	

It can be seen from Table-2 that on the one hand, the primary education sub-sector has been receiving low priority in allocation of the development funds while on the other hand, the funds earmarked for primary education could not be utilized fully and efficiently. Therefore any strategy for generation of additional resources for primary education will require structural changes in the system of formulation, approval and implementation of primary education projects and in release of funds for them. The implementation machinery may have to be restructured with in-built efficiency parameters.

The Recurring Budget :

The expenditure on primary education categorised as recurring or on-developmental expenditure is meant for salaries of teachers and supporting staff, maintenance of the existing physical facilities, and contingencies. Since constitutionally primary education is the Provincial responsibility, the entire recurring expenditure on primary education is to be met by the Provincial Government from their own revenues. Since the revenue base of the Provincial collections is relatively small, and the Provincial Governments have other pressing demands of more immediate nature, (such as administration, food, law and other requirements etc.), they have not been able to allocate adequate recurring budget for new posts of teachers and supervisors required for the accelerated development of primary education. Often, the recurring funds earmarked for the education sector, received stronger pressure from institutions of higher levels of education (as compared to primary education). Therefore any financial squeeze was ultimately applied to primary education. The non-availability of recurring budget has been a great obstacle against opening of new primary schools and for improving the instructional quality of the existing schools in terms of better pupil-teacher ratio, improved supervisory services, instructional materials, etc. In order to rectify the situation during Sixth Plan, the Federal Government took the responsibility of meeting the recurring budget of education over and above 1982-83 level out of federal developmental funds. Further-more, Primary education has also attracted foreign aid giving agencies (including the World Bank and Asian Development Bank) who are also financing the incremental recurring expenditure of the projects assisted by them from the development funds. This approach has been successful in accelerating the development of primary education during Sixth Plan. However, ultimately, the recurring expenditure is to be picked up by the Provincial governments in phased manner. Therefore additional funds may have to be generated specifically for primary education through more permanent resources.

V. Long Term Financial Requirements of Primary Education

For achieving the target of universal enrolment of all children of primary school age group 5-9 years, funds will be required for creation of the new school seats, replacement of old school buildings that become dilapidated, maintenance of the existing facilities, qualitative improvements to eliminate the drop-out rate, etc. In more specific terms, resources will be required for the following:-

(a) For Physical Infrastructure :

- (i) Creation of physical infrastructure for more than 1/3 of the primary school age population that is out of schools.
- (ii) Construction of buildings for the existing schools without shelter or having inadequate accommodation, and replacement of dilapidated or old buildings of the primary schools.

- (iii) Qualitative improvements in the existing physical facilities, including provision of furniture, library books, audio-visual equipment, drinking water, hygienic facilities etc.,
- (b) **For Recurring Expenditure :**
 - (i) Maintenance and up-dating of existing facilities.
 - (ii) Salaries of the existing staff and new staff to be appointed for the increasing enrolment.
 - (iii) Improving number of supervisors from the existing level of one supervisor for 20 to 50 schools to one supervisor for every 10 schools.
 - (iv) Contingencies and consumables.
 - (v) Continuous updating of curricula and instructional materials.
 - (vi) Provision of free books and stationery for children from the 20% poorest families.
 - (vii) Periodical in-service training of teachers and educational managers to update their knowledge and skills.

For achieving universal enrolment of all children of age 5+ in grade I by 1993 and for enrolling all children of 5 to 9 age group, about 13 million additional primary school seats will be required to be created by the end of perspective Plan or by year 2002 (about 5 million for boys and 8 million for girls). During this period about 0.725 million new teachers will be required to be trained for the new seats as well as for replacement of retirements, etc. It is estimated that, even under a conservative approach, about 50 billion Rupees will be required for creation of new building infrastructure and provision of furniture etc in the primary schools. The recurring expenditure on primary education will have to be increased from the existing level of about Rs.4.5 billion (or 0.54 of GN) in 1987-88 to about Rs.9.0 billion (or 0.94% of GNP) in 1992-93, and Rs.15 billion per annum in year 2000-2001 (all these costs are constant prices of 1987-88). Thus about Rs.148 billion will be required for meeting the recurring expenditure on primary education during 1987-2002. In addition about Rs.53 billion (at 1987-88 prices) will be required for capital budget. Details may be seen in Table No.3.

TABLE - 3
Primary Education Seats Required during the Perspective Plan period (1987-88 to 2002-2003)
and their Financial Requirements

	1987-88	Addi- tional during 1987-93	1992-93	Addi- tional during 1992-98	1997-98	Figures in million		Total 1988-2003
						Additional during 1997-2003	2002-2003	
1. <u>Primary School</u> <u>Age Population</u>								
Age 5+	3.174	0.594	3.768	0.500	4.268	0.496	4.746	
Age 5+ to 9+	14.66	2.757	17.417	2.312	19.729	2.284	22.013	
2. <u>Admission Rate</u> <u>for 5+</u>	83%		102%		110%		112%	
3. <u>Participation Rate</u> <u>at Primary Level</u>	63%		80%		95%		100%	
4. <u>Enrolment</u> Enrolment Grade I	2.640	1.200	3.840	0.845	4.695	0.651	5.531	
Enrolment Grade I - V	9.310		13.876		18.743		22.013	
5. <u>New School Seats</u> <u>Required during</u> <u>each Plan Period</u>		4.561		4.867		3.270		(12.703)
6. <u>Additional Teachers</u> <u>required to be</u> <u>trained (including</u> <u>replacements for</u> <u>retirement etc.</u> <u>3% of stock per</u> <u>annum)</u>		0.245		0.253		0.227		(0.725)
7. <u>Cost (in Million</u> <u>Rs. in Constant</u> <u>Prices of 1987-88)</u> <u>Development Costs</u>								
i) <u>For New Seats</u> <u>to be Created</u> <u>during the</u> <u>Plan periods.</u>		11,475		12,168		8,175		31,758
ii) <u>Buildings for</u> <u>the Shelterless</u> <u>Schools.</u>		4,687		4,688		-		9,375
iii) <u>Replacement/up-</u> <u>dating of Exist-</u> <u>ing Seats 5%</u> <u>per annum</u>		4,318		4,288		3,321		11,927

iv) Cost of creating additional facilities for teacher Training	25	25	23	73
Total Development Cost	20445	21169	11519	53,133
8. <u>Recurring Cost</u>				
For Primary Schools	36,201	43,510	67,898	147,609

VI. Generating Additional Resources for Primary Education

On the basis of the estimates presented in the preceding section, provision of primary education facilities of modest level will require increase in the primary education budget from the existing level of about 0.72% of GNP (in 1987-88) to 1.40% of GNP. About 77% of this will be required for meeting the recurring expenditure, which is the Provincial responsibility. Therefore major increase will be required in the Provincial revenues, that are too inadequate under the existing taxation system. Before injectment of foreign aid in the primary education projects and Federal assistance to the Provinces for meeting the incremental recurring expenditure on education (over and above 1982-83 level), the expenditure on primary education was hardly 0.50% of GNP. Therefore, increase of primary education allocation to 1.40% of GNP (of which more than 3/4 will be for recurring expenditure) will require some policy break-through, and structural changes besides generation of additional funds through non-traditional revenue resources. The following measures are recommended:

(i) Increase in Overall allocation for education.

The overall allocation for education should be increased from the existing level of about 2% of GNP to 4.5% of GNP as against UNESCO's recommendation of 4% GNP for developing countries. This increase is already stipulated in the ruling Peoples Party Manifesto. However, as discussed in a preceding section of this paper, even if overall expenditure of education is increased, primary education may not equitably benefit from the overall increase under the existing centralized system of administration of approving, funding and implementation of primary education development programmes, because of probable short-falls in implementation of primary education programmes and subsequent transfer of funds to other projects (Table 2 in section IV of this paper is illustrative of this fact). Therefore, additional resources allocated by the Government may not be utilized fully and optimally unless management system of primary education is properly decentralized upto Tehsil level or at the most upto District level. Involvement of local community in implementation of the projects should be integral part of such a decentralization to ensure proper motivation, supervision and accountability.

(ii) Provision of minimal primary education facilities as the Constitutional Obligation and making Primary Education Funds non-transferable to other projects.

For this propose a certain proportion (at least 1.4% of GNP) of the annual Government budget should be earmarked for primary education as Constitutional obligation, and funds allocated for primary education should be made non-transferable to other projects. These funds should not be lapsable. There should be a system of accountability for delay in formulation, approval and implementation of the primary education projects and for short-falls in utilization of the funds.

(iii) Extension of Iqra Surcharge

The Iqra surcharge should be extended to other sources of revenue generation. All proceeds from the Iqra surcharge should be credited to National Iqra Fund, at least 60% of which should be reserved for primary education. The proceeds from the National Iqra Fund earmarked for primary education should be credited to the account of District Education Authority (to be constituted in each District as suggested in the next section) on population basis. The grants from this fund should be non-lapsable and non-transferable to other projects.

(iv) User Charges

Although basic primary education should be free for every boy and girl and no tuition fees should be charged directly from the individual students. But local community must share some of cost of creation, maintenance and qualitative improvement of primary education facilities. The local community may invariably be asked to provide free land and constructed class rooms wherever possible. Every school should have a local school committee comprising of elected representatives, parents, notables and teachers. This committee should arrange free labour and raw material for annual maintenance of the existing school buildings, furniture etc.

In higher education institutions (including universities) where only about 2% of cost of the education is charged as tuition fee, the tuition fee should constitute at least 60% of cost of higher education (with scholarships for students who do not have the paying capacity). The public funds saved from reducing the subsidy on high education should be transferred to primary education.

(v) Diversion of Government subsidies from Cadet colleges and other expensive model schools to general basic education.

Pakistan's Constitution provides for "equality of opportunity" in its "Pre-ambble" as a part of "Fundamental Rights". The "Principles of Policy" of the Constitution provide for free compulsory secondary education within minimum possible time and "equally accessible higher education on basis of merit". However, in actual practice, a number of elitist institutions (under the names of model schools, cadet colleges, public schools etc) have been established and are being financed or subsidized through the public exchequer. "Equality of opportunity" for admission to these expensive institutions is almost non-existent for children coming from families of rural or lower socio-economic background due to the unfavourable admission criteria and prohibiting financial expenses. The ratio of recurring expenditure between the ordinary and these elitist schools ranges between 1:4 to 1:8. The disparities in terms of buildings and other facilities are much bigger. Although tuition fees of these institutions are quite high, but still less than 20% of actual cost per student is charged as tuition fee. Full cost of education (including annualized capital cost) should be charged as tuition (with scholarships for those talented students whose parents do not have paying capacity). The savings should be diverted toward primary education for the common masses.

(vi) Providing incentives for the Private Sector for Investment in Primary Education.

Private sector should be encouraged to make investment for creation of primary facilities through various tax incentives, provided these are registered as non-profit institutions, the tuition fees are kept at reasonable level. Establishment of private primary school with commercial or profit motives is generating additional primary education facilities but the legitimacy of fees charged by them is being questioned. Such schools should be regulated through an educational and legal code.

(vii) Reviving Philanthropic Role in Primary Education

The traditional role of philanthropic individuals and organizations in providing educational services should be revived and encouraged through tax incentives and matching grants. The Government should play role of a catalyst in formation of Primary Education Foundations through motivation and funds as the seed money.

(viii) Revitalizing the Role of Local Bodies in provision of Basic Education facilities.

In urban cities, the municipalities (or city governments) have the responsibility of providing of primary education facilities. Before provincialization of educational institutions run by the local bodies, district Councils were responsible for Primary and Secondary Education in all areas except in urban cities having municipal committees. As stated earlier the District Councils are no more involved in provision of education facilities. However, the municipal committees are still providing primary education facilities in areas of their jurisdiction in some parts of the country but these facilities are too inadequate (both quantitatively and qualitatively) to meet the requirements of the urban population". The gap is being filled up by the private sector but the private schools charge fees that are almost unaffordable by the middle and lower income families." Inadequate financial resources generated by the municipalities and low priority given by them to education are major reasons for lack of educational facilities provided by them. They have powers to levy about 12 direct and 4 indirect taxes. However, in actual practice they are not levying all the 16 taxes. They are levying only a few taxes. The main sources of their revenues are their direct taxes on the property and professional tax, while octroi and export taxes are main source of indirect tax revenues. Collection of octroi and export taxes is contracted through bids that yields much less revenues than actual potential. Thus income of most of municipal committees/corporations is too inadequate in relation to the civic services they are expected to provide. An excellent paper written by Dr. Abdul Ghafoor is attached as Annexure to this paper, to provide detailed information regarding the potentials and limitations of the Local Bodies on generation of additional revenues in general.

Due to greater pressure for meeting demands of more essential services such as drinking water, roads, sanitation, etc, only an insignificant proportion of funds is allocated to primary education. The population of the urban cities is growing very fast. It has grown from 18% of total population in 1951 to 30% in 1981. However, increase in the municipal committees/corporations spending on primary education has remained almost insignificant.

Since the urban population is growing very rapidly due to rural-urban migration and investment of foreign remittances in urban real estate, the role of municipal corporations in provision of basic primary education facilities should be revitalized by taking some concrete and stringent measures." It should be obligatory for them to spend a minimum percentage of their income on basic primary education. They may also be permitted to levy special educational cess for primary education, the income from which should be non-transferable for other purposes and non-lapsable in the budget. The municipalities having inadequate taxation or resources base should get Provincial and Federal equalization grants to enable them to cater for the minimum primary education facilities.

(ix) Provision of Financial Equity in primary education.

Although the issue of educational equity and public financing of elitist institution is likely to gain attention with the increase in general level of awareness of the masses over a longer period of time, the Ministry of Education should frame some norms as the minimum level of physical

facilities for primary education that should be available for every child. In districts where provision of this minimal level of primary education facilities is not possible with the resources at their disposal, the Federal or Provincial governments should provide equalizing grants.

(x) Generation of Local Community Resources.

Lack of community involvement in primary education during the last 15 years has resulted in several problems. It is becoming difficult to obtain free or donated land for new primary schools, (while in the past the local communities used to provide community constructed class rooms). More than 30,000 schools have become shelterless due to lack of maintenance (which could be averted by regular repairs through involvement of the local community). Teacher absenteeism is a serious problem in most of the rural schools of remote areas. In order to overcome these problems and to generate additional resources for primary (at least in form of free land, free labour and material for maintenance of the existing buildings and help in day-to-day supervision) involvement of the local community should be reactivated. A local education committee comprising of local notables (who are non-aligned and neutral in the village or party politics), retired educated persons, the school headmaster and Assistant Education Officer should be constituted in every school for generating of local resources for improving quality of physical and instructional facilities of the school.

(xi) Levying Local Education Cess

Local cess for primary education should be levied by the (proposed) District Education Authority on agricultural land (or agricultural crops) in the rural areas and on urban property in the urban areas. The education cess should be collected through existing revenue collection channels but its proceeds should be credited to the District Education fund. It may be used for supplementing the Provincial and Federal resources for promotion and qualitative improvement of primary education in the concerned district.

(xii) Obligatory Provision of Schooling Facilities in all Urban Housing Schemes

In urban areas, acquiring a piece of land for the school buildings is becoming a serious problem. In all future housing schemes, provision of land and building facilities for primary schools should be made compulsory. The cost of these facilities should be included in the cost of land and development charges to be recovered from the allottees.

VII. Structural Changes Required for Generation and of Optimal Utilization of Additional Resources For Primary Education.

Out of total financial requirement of about Rs. 200 billion for primary education during the Perspective Plan period (1987-2002), about Rs. 150 billion will be for the recurring budget which is the responsibility of the Provincial Governments. Since the revenue and taxation base of the Provincial governments are very limited, it may not be possible for them to be able to earmark the required recurring funds for primary education, especially because of more powerful demands on their revenues from other programmes of immediate nature. Therefore, it may not be possible to meet the entire cost of primary education through the existing administrative and financial arrangements. A multi-pronged approach involving re-structuring of the administrative set up as well as the revenue generation system for primary education will have to be designed. It will require the following

- (a) Devolution of educational responsibility and authority at least, to the District level.
- (b) Devising system for generation of local resources for basic education at the local community and District level to supplement the existing Provincial and Federal resources, that should also be enhanced.

This will also imply establishment of a decentralized system of management of primary education, that should also generate supplementary resources for primary education. This will also require re-activating the role of local bodies, philanthropists, and private sector in primary education, especially in the large cities.

The existing centralized control of financing approval and implementation of primary education projects has not only resulted in big short-falls in utilization of the allocated resources, but it has in-built characteristics of lack of motivation, inequitable development, corruption and wastage of resources due to want of immediate supervision. It has almost killed the local initiatives of participation and contribution to the educational development. Furthermore in the centralized system, even for a minor item of expenditure, the school authorities have to look for the resources to come from the far-flung located central headquarters. This has resulted in continuous deterioration of the existing facilities of primary education. For efficient utilization and generation of additional resources for primary education, proper decentralization of the primary education system is a pre-requisite. To begin with primary education should be decentralized to the District level (with ultimate aim of decentralization upto Tehsil level). As already proposed in Seventh Five Year Plan, a District Education Authority should be established in each district. The Authority should be fully responsible for all aspects of basic education its development, maintenance, finances and management under over-all supervision of the Provincial and Federal Governments, who should only provide policy guidelines, and technical assistance and monitor implementation of the government policies. The service conditions and fringe benefits for the teachers should continue to be at par with those of the Government employees, so that teacher unions do not resist this change. All the proceeds in form of Federal Provincial grants and the local education cess to be levied by the Authority at District level should be deposited in the account of District Education Authority. The Authority itself should be empowered to levy local taxes in form of land cess in rural areas, property tax in urban areas and a primary education surcharge on all type of property and commercial transactions throughout the District. Access to primary schooling should be recognized and implemented as the Constitutional right of every child through a legislation for compulsory primary education under which it should be obligatory for the District Education Authority to make primary schooling facilities available within accessible distance for every child of the relevant age group within the period of next five years (i.e. by 1993). The District Education Authority should submit a District Primary Education Report on the state of primary education in the District every year to the Provincial and Federal government. This should form the basis of a National report, that should be submitted to the Prime Minister and the Parliament for a debate every year.

DECENTRALIZATION OF TEACHER TRAINING
IN PAKISTAN

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DECENTRALIZATION OF TEACHER TRAINING IN PAKISTAN

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1. INTRODUCTION

The whole education system revolves round the teacher and no education system is better than the teachers who serve it. Therefore all efforts for the betterment of education should focus on the teacher. But unfortunately there are many in the field who do not hold any professional qualification and even those who do, having once sneaked into the profession, just rest on their oars and seldom bother to open any book to enlarge the frontiers of their knowledge. Moreover adequate facilities do not exist to expose them to the latest instructional technology. But both initial professional training and continuous re-training are equally important and have to be ensured. International Conference on Education (1975) spelled out four principles, one of which was ensuring continuous updating of teacher's knowledge so that he may go on improving his skill in the subject that he teaches. But even more important than that is imparting adequate and proper professional training to him before he is called upon to assume the role of a teacher.

Education Policies and Plans have been stressing this point. Commission on National Education (1959) observed that the teacher "should be academically well trained in the subjects he teaches; he should have had sound professional training in how to teach his subjects and understand the children in his charge." The Third Five-Year Plan, emphasising the qualitative aspect of teacher education, commented that "the improvement and expansion of school system depends squarely upon the quality and number of teachers. If education is to play an effective role in the social and economic growth of the nation, the teacher and his education must receive the highest priority".

National Education Policy (1979); lamenting the poor standard of teacher education, stressed the need for upgrading its quality "by providing adequate facilities both for preservice and in-service training programmes in the country". Of the eight recommendations made in this connection two were: "Strengthening of the Provincial Education Extension Centres and In-Service Training Centres in the provinces so as to enable them to provide at least one in-service training facility to every teacher during every five years". Strengthening of in-service training facilities of Allama Iqbal Open University, was also desired. These were very positive recommendations aiming at improving the quality of teachers but let us see how were they reflected in the Five-Year Plans.

New programmes or extension of old programmes require commensurate financial allocations but, not being properly reflected in Five-Year Plans, these recommendations did not go beyond pious hopes. Fifth Five-Year Plan allocated 5.1% of its Primary Education budget to teacher education, which appeared to be improvement on the previous practice. The Sixth Plan, however, instead of enhancing the budgetary allocations, slashed these down to 1.5% which certainly was a retrogressive action. The Seventh Plan has been a little more generous yet the allocation falls short of the requirements.

To get fuller view of what we did in teacher education so far let us look at the actual development expenditure incurred on teacher education during various Plan periods. The details are as under:

Plan I	:	Rs.4.900	Million
Plan II	:	Rs.17.400	"
Plan III	:	Rs.15.050	"
Non-Plan Period	:	Rs.114.010	"
Plan V	:	Rs.290.300	"
Plan VI	:	Rs.131.837	"

Therefore the first thing to be attended to is substantial enhancement of funds as decentralization will mean expansion of the present programmes and also institution of new projects. In fact the suggestions made in this paper will remain merely arm chair amusements unless backed by adequate funds for giving them a concrete shape. But before talking about decentralization, the need for taking such a step has to be established and such an assessment cannot be made without having a complete picture of pre-service and in-service training, as at present being imparted in Pakistan. Therefore complete assessment of both pre and in-service training will be made, the need, if any, for decentralization will be discussed and then suggestions offered for decentralization.

2 Pre-service Training

Teachers are born not made, is an old adage and there is no denying the fact that there have been great teachers who never peeped into a teacher training institution. But they were the exceptions and generalizations cannot be based on exceptions. The fact of matter is that raw youth, fresh from college or having recently completed his Matriculation, if asked to ascend teacher's dais in a class room, will cut a sorry figure, not having been initiated into the skill of teaching. Therefore before pushing him into the class room he must be made conversant with the teaching methodology. Qualitative improvement of education makes it obligatory that before the future teachers are entrusted with the task of governing the destinies of the young, they should be properly groomed and subjected to professional training in training institutions.

2.1 Training Facilities

There are three major pre-service training programmes for primary teachers. These relate to professional training before entry into service and also include the imparting or requisite training after entry into service in the case of those who joined the profession as untrained teachers. Teacher training institutions, previously known as Normal Schools and now, after upgradation, in accordance with the policy recommendations, called Colleges of Elementary Teachers, provide one year's called Colleges of Elementary Teachers, provide one year's professional training to matriculates, who are required to take up ten courses -- three related to general education theory and six to methods of teaching. Teaching practice, comprising short term and long term practice, spreading over six weeks, forms integral part of the training. Those who successfully complete the course are, after examination, conducted by the Directorates of Education, awarded Primary Teachers Certificate (P.T.C). However, for qualifying to teach in middle schools the trainees, who should have passed Intermediate Examination (F.A/F.Sc), undergo one year's training in the same Colleges for Elementary Teachers and on successful completion, are awarded Certificate in Teaching (C.T).

The training intends to equip the teacher trainees with basic knowledge, educational theories, principles of learning and also develop in them the teaching skills which may enable them to undertake mental and educational development of their students. Other objectives include development of creative approach to teaching, preparation of indigenous A.V. Aids, integrating content of various subjects and learning appropriate methods of teaching different subjects.

This short training, spreading virtually over nine months, imparted to trainees having the minimum basic qualifications, leaves much to be desired. It is too short to effect the needed attitudinal changes in the would-be teachers. It is too hurried to make the trainees absorb and digest the contents of ten courses all of which are new for them. It is imparted by trainers some of whom are not suitably qualified e.g. these Subject Specialists are, at times Headmasters, deemed unsuitable to hold administrative posts and hence pushed into training institutions. Such disgruntled teachers cannot do justice to their new assignments.

As regards curriculum being taught in these institutions Curriculum Research and Development Centre, Lahore on the basis of an in-depth evaluative study of PTC Curriculum, remarked, "The student-teachers did not understand the intellectual growth pattern of the child, the relationship between learning and motivation, techniques of individual and group counselling and the importance of teacher-parent relationship."

Analysis of examination papers of a number of centres revealed that only memorization of text content was required. Moreover the type of questions set in the papers did not aim at testing all the objectives laid down. The required activities not considered important from examination point of view were not carried out thus adversely affecting the training.

"Interviews with student teachers and teachers showed that no student teacher had studied a single book by Muslim thinkers other than the excerpt that appeared in their text... Field trips were usually discouraged. Teachers were generally unaware of the reports of National Curriculum Committees".

Thus this short, incomplete training lacking in many respects, is all that is given to the 16/17 years old young men, just coming out of high schools and then asked to don the mantle of teachers. This brief exposure to instructional technology, this inadequate and incomplete training, under scores the need for supplementing it through regularly repeated refresher courses when the teachers have come across practical difficulties in the field. Hence while pre-service training is an absolute necessity, it needs re-inforcement through in-service training which has to be arranged for all the teachers at regular intervals.

Pre-service training is also being imparted by Allama Iqbal Open University. Its PTC Programme, based on the study of 36 units of self-learning packages, offers complete PTC course for those who somehow entered the profession without any professional qualifications. The programme comprises correspondence lessons, Radio Programmes, guidance by part-time tutors and get-togethers in Study Centres. Part II of the programme comprises one week's practical workshop and three weeks teaching practice. One week's workshop gives practical training in lesson planning, preparation of audio-visual aids, setting of question papers, observation of lessons, and is supported by demonstration lessons. Besides the workshop three weeks practice teaching is arranged, usually in a school other than that in which the teacher is working.

This pre-service-cum-in-service training of the untrained teachers has become a very popular programme and was necessitated because of fairly large number of untrained teachers in the schools. In the absence of regular training programme these correspondence courses could be good substitutes but these, despite the provision of part-time tutors, contacting whom is not obligatory, lack that longer and continued interaction between the teacher and the taught, which helps not only in clarifying concepts but also in effecting attitudinal changes, so essentially required in a good teacher.

Field-Based Teacher Training Programme, instituted in Northern Areas of Pakistan, is an innovative programme for the untrained teachers of that area. Initiated by the Agha Khan Central Board of Education, it is now co-sponsored by the Government Department of Education. Started in 1984 in and around Gilgit the programme aims at establishing a system of in-school teacher training based on P.T.C. syllabus. The peculiarity of the programme is that instead of involving any dislocation of the teacher or necessitating alternative arrangements for his classes, the training imparted by their own Headmasters, trained for the purpose as Master Trainer's brings the instruction to the very place of duty of the teachers and thus close relationship with real life situation is established and the trainees can put the concepts, being learnt, into practice. Apart from on-the-job training, a very important and innovative feature of the programme is provision of Teaching Manuals for all school subjects of P.T.C. course. This one year's training, provided in the teachers own school, guided and supervised by their own Headmasters, culminates in regular P.T.C. examination.

An evaluative study conducted by National Institute of Psychology concluded that the FBT teachers planned and structured their lessons in a better manner, made better use of blackboard, knew the art of asking questions elicited students interest by providing proper stimulus and proper organized class room activities. They proved to be better teachers of Urdu and Mathematics. Their attitude towards teaching was also more positive. This innovative pre-service training programme is based on the concept of decentralization and the training, instead of being organized in one institution, is imparted in various smaller units and thus is not centralized.

2.2. Need for decentralization

While discussing the need for decentralization two aspects will have to be taken into account i.e. the out-pout of the present institutions/organizations, the inadequacy of which will establish the need for expansion and if expansion is intended, programmes for splitting up into smaller units can be instituted. Let us find out the out-pout of these institutions and the need, if any, for decentralization of pre-service training. There are 87 teacher training institutions for primary teachers -- 31 in the Punjab, 11 in NWFP, 22 in Sind, 5 in Baluchistan, 17 in Azad Jammu and Kashmir and 1 in FATA. Though the present in-take of these institutions varies, each is capable of training 250 teachers and so the yearly out-pout of these institutions comes to 21,750. Working at the optimum capacity, these would be able to produce 1,08,750 trained teachers in five years. Allama Iqbal Open University has been providing training facility for 5,000 to 6,000 per year but this year the number has increased to 10,000. Therefore this organization can give training to 50,000 untrained teachers in the next five years. The Agha Khan Education Service has, since its inception in 1984, trained 180 teachers and currently 80 teachers are enrolled. Considering 80 as the yearly out-pout of this programme it is likely to turn out another 400 teachers in the next five years. Thus the total out-pout during the next five years is likely to be:

i.	Training Institutions	1,08,750
ii.	Allama Iqbal Open University	50,000
iii.	F.B.T. Programme	400
Total:-		<u>1,59,150</u>

Now according to Seventh Five Year Plan 1,00,000 P.T.C. teachers would be required during the next five years. This requirement can be easily met by the present institutions -- in fact more teachers are likely to be produced than actually estimated. In view of the facilities which will more than satisfy the teacher requirements for the next five years, there does not appear to be any need for decentralization as far as pre-service training is concerned.

3. In-service Training

The inadequacies of Pre-service Teacher Training Programmes and the presence of a substantial work force with no training at all brings into bold relief the need for a large scale in-service training exercise. It is self-evident that changes in the content and more so in the methods of teaching-learning can be effected only if a large number of existing teachers, especially in the Primary School sector, are adequately prepared for the change through a systematic process of re-training.

In-service education aims at promoting continuous professional growth of the teacher after he has joined the teaching profession. The need for further study is directly related to the ability of a teacher to perform his teaching task in a peculiar educational setting. The more the nature of his role changes, the more frequently the teacher must receive in-service education. An experienced teacher may need such training because of a change in his assignment, location of work or socio-economic composition of the community. Improvement of their professional knowledge, skills, and attitudes is needed in order that they can educate children more effectively (Bolam, 1980).

In Pakistan various agencies are engaged in providing facilities for in-service teacher education. The main responsibility in this connection is being shouldered by Education Extension Centres (EEC). The Education Extension Centres, working under the direct control of Provincial Education Departments, arrange in-service training programmes either on their own premises or at regional centres, established for the purpose. Short term courses of 2 to 4 weeks duration are held throughout the year depending upon resource availability. The aim is to develop the competency of the working teachers in teaching methods, and techniques as well as their mastery over the subject matter. The topics covered in the courses also include such practices as lesson planning and presentation, use of textbooks, class and home assignments evaluation, guidance, discipline, co-curricular activities etc. There are 6 Education Extension Centres in Pakistan and 7 Pre-Service, In-Service Training Centres. The policy requires that training be imparted to all the teachers and the cycle be completed within 5 years but at a glance the out-put of these centres would reveal that this is not being done. 4 Extension Centres the statistics for which were available imparted training to 4,074, 2,745, 2,435 teachers during 1985 to 1988 which comes to 770 teachers per centre per year. Computed on the basis of this average and assuming that pre-service - in-service training centres are also training as many teachers as the Extension Centres, the out-put in 5 years will be $770 \times 13 \times 5 = 50,050$ while the actual number of primary school teachers is, according to Central Bureau of Education, 1,86,260. This means that the existing institutions can cater to only 27% of the total strength and hence the necessity of supplementing these facilities.

As discussed above Education Extension Centres have too limited capacity and too limited resources to provide in-service training to all the teachers. Moreover such administrative failure as repeated nominations of the same persons for the courses to the neglect of those who had not been benefited, further curtail this number. The limited an in-take capacity of these centres, mostly because of inadequate budgetary provision e.g. Rs.30,10,000 sanctioned for EEC, Lahore in 1986-1987 were reduced to Rs.24,17,000 in 1987-1988. This makes the enlargement of their scope a difficult matter. Hence, other avenues have to be explored.

Before taking up this let us discuss some specific type of training imparted by certain organizations e.g. Boards of Intermediate & Secondary Education sometime arrange training regarding setting of question papers which, in fact, should be imparted to all the teachers as

testing is an integral part of teaching. Inter Board Committee of Chairmen--a Coordinating Agency for the Boards, also organized such a workshop. Textbook Boards and Curriculum Research and Divisional Centres arrange training programmes for prospective authors or for teachers when revised courses are introduced. But in most of these programmes the primary teachers' participation is the minimum. However, training programme being arranged by Primary and Non-Formal Wing (PNE) of the Ministry of Education is meant specifically for the primary teachers, a description of which follows:

Based on Learning Modules, devised for various subject areas, this three-tier scheme included in its purview (a) Mastertrainers, (b) Supervisors and (c) School teachers. Master Trainers are trained to extend this facility to supervisors. The training of supervisors is organized by Provincial Implementation Units in collaboration with the PNE Wing. The supervisors are supposed to arrange training courses for the teachers working in the project areas.

The component of Learning Coordinators was included in the Primary Education Project of the Ministry of Education with a view to strengthening supervision and ensuring continuous updating of teachers knowledge. The Learning Coordinators, 466 of whom were appointed in the Experimental Project, provided academic guidance to the teachers, having been entrusted the supervision of only 6 to 19 schools. Resource Centres, as Headquarters of the Learning Coordinators, took the great load of the Education Extension Centres for these really facilitated in-service training, by bringing it to the very door steps of the teachers.

The success of this innovative in-service training programme prompted the Provincial Education Department also to introduce this tier in their supervisory hierarchy. Punjab appointed 1957 and NWFP 398 Learning Coordinators other than those working in PEP-I or PEP-II but sometimes improper implementation defeats the very spirit of the scheme and it did happen in this case for neither in the Punjab nor in NWFP the new appointees were given any training. In the Punjab it was taken simply as a promotion plan. Similarly in NWFP most of them did not know what their specific duties were and how their assignments differed from that of the A.S.D.E.Os. Being ignorant of the task assigned to them and having been given no training they are unable to provide any professional guidance to the teachers and this revolutionary step in the in-service training programme will fail to achieve any thing substantial.

Resource Centres, 300 of which were established in the Punjab, functioned as in-service training units and practically demonstrated decentralization of in-service training. Education Extension Centre, Lahore under another programme, sponsored by UNICEF, set up 116 Teachers Resources Centres and these have virtually taken over the task of organizing Refresher Courses for Primary Teachers. In fact all the courses meant for primary teachers are organized in these centres.

Inspired by Nepal's idea of On-the-Spot teacher training CRDC, Lahore has introduced it on experimental basis in ten schools. Organized by the experts of the Centre who delivered model lessons and provide guidance to the primary schools right inside their institutions, the training facility has been brought to the very door steps of the teachers and this, it is hoped, will prove a successful decentralization programme.

In addition to Education Extension Centres, smaller organizations, like the Agha Khan Central Education Board, also conducted short term Refresher Training Courses (RTC) of two weeks duration. They provide annual facility (during Summer vacation) of intensive training in class room instruction to about 250 trained (PTC) and untrained teachers.

Teacher training courses are also organized through distance education. The Allama Iqbal Open University (AIU) has launched Primary Teacher Orientation Course (PTOC), especially popular among the untrained primary school teachers which enrolls a large number of in-service teachers in each semester. The courses comprise correspondence, textual lessons, media-based lessons, guidance through part time tutor, and compulsory practice teaching. The course curriculum, for these courses, is generally modeled on the conventional pre-service programmes.

3.1. Need for decentralization

It is, indeed, obvious that existing in-service training facilities available in Pakistan failed to make any remarkable impact on the performance of our teacher. One reason may be the general indifference and lack of interest on the part of the participants and the organisers of such programmes. These short courses often lack depth and are not sufficiently intensive. Hence these often degenerate into routine exercise in desk work and of no serious practical consequence. A bigger flaw can be seen in the limited scope of such centralized training. The narrow range of the available facilities hampers its utilization at a wider level. Consequently, the in-service training remains confined to a very small segment of teaching work force and even they may have to wait for ten years or more before they get an opportunity to benefit from such courses. Lack of co-ordination among various agencies has further vitiated the situation and optimum utilization of available resources and facilities may often not be attained.

Individual exceptions excepted, the conventional pattern of in-service teacher education programmes have generally proved their ineffectiveness in the practical sphere, such a large number of teachers involved, as in the case of Primary Education sector, a centralized in service training scheme is obviously not workable. Unfortunately, our pre-occupation with administrative supervision has forced the old concept of cluster schools out of vogue. Our pre-service teacher education has already failed miserably to prepare creative teachers who may be expected to take up the challenge at grass-root decentralized level. It may be counter-productive to create thinking schools in Pakistan, on the pattern of the U.K., where all members of the staff participate fully in seeking solution to those problems which they themselves define as being of the highest priority (In-Service. The Teacher and the School, Edited by C. Donoughue, London, 1986). Such a radical decentralization may not be really suited to the psyche of our teacher. Never the less, we need to look for a new decentralized approach to in-service teacher education set up in Pakistan, and, in this regard, we can learn a lot from the experiences of other countries. We can gainfully appraise similar programmes undertaken in the South Asian Region in order to devise a suitable scheme for our own country.

3.2. In-service Training Programmes of Other Countries

A number of other countries of the world have been successfully running INSET programmes within the context of their own peculiar circumstances. For example, World Bank financed Pilot Project has had an unqualified success in Thailand. The Resource Centres established in the Provinces of Sri Sakat and Pattani provide technical support to the school clusters where relatively better equipped schools are selected as lead schools for pooling resources and for circulation process of instructional materials and equipment. The centres have played an important role in the professional growth of the rural teachers and the resultant teacher effectiveness is increasing the enrolment and arresting the drop-out rate.

A similar training experiment has been tried in Singapore with the stress on familiarising the in-service teachers with curriculum development, teaching techniques, teaching-learning

aids and group-discussions to exchange professional ideas and experiences. The significance of Resource Centres established in Singapore lies in the fact that these are run by the teachers themselves and the activities are initiated, planned and executed by teachers. Much of the work is aimed at possible classroom practices. The Centres have responsibilities which include conducting meetings, discussions, workshops as well as research and development to supplement the use of new materials. They also provide an information service for schools and promote linkage between schools and the education authorities. The effectiveness of the Centre depends, to a large extent, on the support furnished by the schools, the education authorities and the other educational organizations. School authorities control the financing for materials and make resource provision, whereas the professional specialists provide the requisite expertise (UNESCO, 1977).

An innovative strategy of on-the-spot Teacher Training has been tried in Nepal. This field-based programme emphasizes on-the-job training in the actual school-situation. Training is effectively and meaningfully reflected in the relevant daily class-room practice by the trainees under the direct supervision of master-trainers. On-the-Spot training is arranged at places where requisite number of untrained primary school teachers are available. Training sites are normally located at places from where participating schools are only at a walking distance. This cost-effective programme encourages more and more teachers to training as they do not have to leave their place of work/residence. Further incentive has been provided by offering training allowances. Accumulated credits are also counted towards awards for further higher training. Since all the Primary schools from where trainees are drawn act as venues for supervised teaching, it also helps improve the school programme in general.

The main objectives of this training are :

1. To develop in teachers the professional knowledge, attitude and skills needed for Primary level teaching.
2. To enable them to apply simultaneously the acquire expertise in their routine teaching exercise in the school. This can be reflected in framing of lesson objectives, use of methods and techniques and instructional materials, evaluation techniques and a feedback system.

In-service training in Japan is being provided by different prefectures. The main feature of such a training are as under:

- a) All the in-service education programmes are residential in character.
- b. Much stress is placed on group dynamics as an instructional technique. Teachers attending in-service education programmes are generally divided into groups of six each, and the afternoons are almost completely reserved for group work.
- c. The Institute has an effective system of follow-up in operating its training programmes. Teachers selected for in-service education visit the Institute for one day each month ahead of the programme and decide on the groups to which they would like to belong. During the following month each one prepares a paper on the subject or theme allotted to his or her group. One year after the completion of the in-service education programme, teachers are again invited to the institute for three days. The purpose of

this visit is to enable them to give the Institute a first hand idea of their present problems and activities. The Institute also tries to be in touch with its former participants through its newsletter, a quarterly magazine and an annual research journal.

- d) The staff is recruited mostly from experienced and outstanding teachers of the prefecture. This policy ensures that the programmes of the Institute remain sensitive to the real needs and problems of schools in the prefecture". (Unesco, 1977)

4. Recommendations

Strengthening and supplementing facilities for continuous updating of teachers knowledge is essentially required for which purpose of enlargement of the scope of the existing facilities and also institution of new programmes is imperative in view of the fact that the Education Extension Centres -- the main centres of in-service training, can cater to only 27% of the total strength while 100% coverage is needed. Therefore suggestions for enlargement of the scope of the available facilities are being made but the decentralization of training requires exploring other avenues as well hence a few new programmes have also been suggested.

4.1 Education Extension Centres have the capacity to train more teachers than being demonstrated at present as these are not being utilized to their optimum capacity, e.g. Lahore Centre imparted training to 2402 teachers in 1985-86 but the number was reduced to 1550 in 1987-88 which means 852 less. Quetta Centre, remained content with almost half the number in its 1987-88 programme training only 606 teachers as against 1314 teachers in 1985-86. Khairpur Centre took up only 64 teachers in 1986-87 while it had dealt with 228 in 1985-86. Karachi Centre, which could train 130 and 169 teachers in 1985-86 and 1987-88 surprisingly could not go beyond instructing 31 teachers in 1986-87. Thus these institutions have been working much below their capacity, one main reason for which may be the inadequacy of funds. The cost of in-service training per teacher is Rs.846. If 1/5th of the total primary teachers (1,86,260) are to be trained in a year, allocation of Rs.3,15,15,192 would be required. Hence enhancement of budgetary allocations for the institutions is suggested but better planning for the optimum utilizations of these institutions has also to be ensured.

4.2 Rectification of the erroneous practice of repeating the names of the teachers for the next cycles, despite their having been trained previously, is also required as on the one hand little benefit accrues to the trainees, taught the same things twice and the other it deprives the needy of the required training. D.E.Os are therefore, required to be more judicious and cautious in their recommendation. So that it may be possible to make maximum number of teachers benefit from such a training.

4.3 The task of retraining the teachers is an absolute necessity but at the same time a stupendous one for there are 1,86,260 primary teachers whose retraining has to be completed within five years. The need for extension of training facilities is therefore, obvious. Hence the number of Education Extension Centres, which is only six at present needs to be increased. It is suggested that at least one more Extension Centre may be established in each province and these new in-service training institutions may specifically be meant for lady teachers which is also the need of the hour as at present no separate women training institution exists. With the establishment of Women Extension Centres the present Centres may wholly cater to the male

teachers with the addition of four more institutions and with better planning it would be possible to double the output.

4.4 Learning Coordinators Scheme, a very useful innovative experiment has now been distorted in many places by the recruitment of Learning Coordinators by the Education Departments for whom no training is imparted and no job description is specified. Therefore in order that effective in-service training be imparted two things are essentially needed i.e. drawing up job description of Learning Coordinators, making them understand their responsibilities and the role which they are required to play. Secondly instituting proper monitoring system, to which goes the credit for the success of this component of Priamry Education Project (PEP), is essential.

4.5 Resources Centres or Teacher Resource Centres have helped in truly decentralizing in-service training. Therefore this useful training, having been successfully tried in the Punjab, needs to be introduced in other provinces as well. Replication of this programme can help in really decentralizing in-service training as has been done in Thailand and Singapore.

4.6 Allama Iqbal Open University's PTOC programme is a major in-service training programme which has been responsible for giving training to 85,000 teachers so far. This is a cost conscious project and so needs to be encouraged. On successful completion of this course the teachers may be awarded certificates with credits/grades mentioned on these. On successful completion the fee paid by the teachers may be re-imbrursed by the respective Education Departments and the credits/grades obtained by the teachers may form the basis for evaluating teacher performance and be made part of annual confidential reports. While every teacher may be required to undergo atleast one course every 5 years, he may earn one increment for attending 3 such courses. This will be the incentive to the teachers and furtner help in decentralizing training.

4.7 RTC programme organized by Agha Khan Central Board of Education is a successful experiment which at present is being restricted to northern areas only. It needs to be expanded and introduced in other parts of the country as well.

4.8 Training institutions, limit themselves merely to inservice training and when the trainees pass out of these institutions neither the institution maintains any liaison with them nor do the trainees maintain any link with the Alma Mater in fact these institutions can play a prominent role in in-service programme, by providing professional guidance to the trainees who after exposure to educational theories, are called lupon to apply these in actual class room situation and in this process are confronted with practical problem, which they did not envisage during training and so need guidance. Their difficulties can be elicited by the training institutions through questionnaires sent at regular intervals to the old students. For this purpose Professional Guidance Bureaus may be established in the Training Institutions. Another method of maintaining liaison with the trainees is holding Review Sessions during Summer vacations. These sessions, meant for the old students, may be of 2/3 weeks duration during which academic guidance may be provided and updating of the knowledge of the trainees may be ensured. This will be better sort of in-service training as the specialists in the field will be organizing it. Compared with the usual Refresher Courses where sometimes the instructors happen to be less knowledgeable than the participants, who also are more interested in their T.A. D.A. than in acquiring knowledge, it will be different and better as instead of the element of compulsion, creating any reactionary tendency these participants will keenly await such sessions with the

former teachers which are likely to solve the problems faced by the trainees in the field and hence there are lesser chances of training being rendered perfunctory or it becoming an exercise in futility.

4.9 On-the-Spot training, started on experimental basis by CRDC, Lahore, is also a useful innovation introduced on the pattern of such a training in Nepal. After evaluating it and establishing its utility its sphere may be enlarged and it be introduced in other provinces as well. It can be organized by the Directorates of Education which may attach 2/3 experts two a D.E.O. and these experts according to a programme may visited a school for one week and then move on to the next. Another method would be arranging such training programme for cluster of schools and thus making more than one school benefit from such a training.

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INCENTIVES FOR RURAL FEMALE STUDENTS

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I. INTRODUCTION :

Background :

The Government of Pakistan puts literacy at 26.2% based on the 1981 census. In urban areas the figure is 47.1% and in rural 17.3%. The main thrust of the Sixth Plan, according to the 7th Five Year Plan was on expansion of primary education and reduction in illiteracy in the country. To achieve these objectives, 40,000 new mosque schools were to be opened and 15 million illiterate persons were to be imparted literacy during the plan period (1983-88). These targets could not be attained only 17,193 new mosque schools could be opened and literacy programme could not make much progress due to the absence of an appropriate strategy for imparting mass literacy.

Among the many reasons for the low literacy rate are burgeoning school population, limited budgets, political instability, erratic planning and continuing indecision over educational philosophy and goals.

Pakistan has one of the world's higher rates of population increase and the highest in South Asia. This is due to a high birth rate and a rapid drop in the mortality rate. Government has started many programmes of birth control and is even propagating the advantages of having a smaller family through mass media. But, still in the villages and even in urban areas, on an average a family has more than five children.

Rural uplift programmes have been started. Mosque and Nai Roshni Schools have been established to bring children and especially girls to schools but still the girls are not coming to school. Those who come, they drop out soon without even completing the primary school education.

There are those who argue that low female enrolment in rural areas reflect conservative attitude of parents who will not educate their daughters because of socio-cultural problems or because they value more the immediate economic return of the labour of their daughters to the ultimate value of educating a girl.

Statement of the Problem:

Question of whether girls should go to the school or not is still very much debated in the rural areas and to increase the enrolment of girls, it is argued that it is necessary to provide some kind of incentive to the parents. There is lack of extensively collected, carefully analyzed data that could provide an understanding of how important it is to provide some kind of incentive. The reasons for the low enrolment of girls in the rural schools are complex, varied and often subtle, so that any precise measurement is difficult to define. One means of obtaining insight into and understanding of the situation to investigate the situation as to find out whether there is evidence to support the assertion that female children in rural or urban Pakistan represent a source of income or services for their parents. Do people withdraw their daughters from school early because of the foregone income or because of the cost of schooling? This study was designed to that end.

Objectives of the Study, therefore, were:

1. To find out whether it is necessary to provide some kind of incentive to increase enrolment of rural female students.
2. To find out whether the parents don't send their girls to schools because of foregone income or because of the direct cost of schooling or because of being helping hand to mothers.
3. To find out whether there is unused capacity in schools for girls and whether providing incentives would lead to increased enrolments.
4. To find out what kinds of incentives would be most likely to work, should they be in the form of cash or in some other forms?
5. To find out the class level up to which the incentives should be applied and whether that level of education is sufficient to ensure retention of literacy.

Methodology:

Three questionnaires were developed to answer the above-stated objectives. Parents (Form No.1 at Appendix-A) Community Representatives (Form No.1 at Appendix-B) and Female District Education Officers (Form No.3 at Appendix-C) were asked to express their views during the field work of the "Girls' Access to Schooling in Pakistan - Mosque School Study" carried out by the Academy of Educational Planning and Management in collaboration with the Consultant from Harvard University under BRIDGES Project.

II. REVIEW OF LITERATURE :

Introduction :

The development of education in Pakistan is confronted with just about all the problems that can be found elsewhere in the world and perhaps by a few that are unique. In fact, when the British struck a deal and departed the Indian subcontinent in 1947, Pakistan found itself with comparatively few educational institutions, especially colleges and universities.

Moreover, repeated constitutional failures and long periods of martial law have not provided the kind of political environment needed for the smooth development of public policy in any area but especially in education.

The colonial system of education inherited by Pakistan from the British had been designed to produce literate manpower to assist the colonial masters at the lower levels of governmental and economic administration. Today literacy is found only among small minorities and even that level of proficiency is often less than adequate for the requirements of modern science, industry and technology. With limited educational resources, the high birth rate overburdens the system to such an extent that literacy is actually declining. The percentage of the population that is illiterate or semi-literate is expanding, particularly in isolated rural areas (Hays, 1987).

As literacy is one of the most important factors in the acquisition of skills and efficiency in performance, it is not surprising that labour productivity in Pakistan is very low. Pakistan has very large resources of manpower which are not being fully utilized. Women's participation rate in the labour force is extremely low due to social and cultural factors. The same factors are the cause of discrimination against women in education. The failure to develop the manpower resources, particularly women power resources, through education and training partly explains why

Pakistan is one of the under-developed countries having a very low per capita income. There is, therefore, a strong case for giving priority attention to the hitherto neglected field of education of women (Qureshi, p.47).

The literacy rates for women in the urban and rural areas of Pakistan and of the various provinces are summarised below:-

PROVINCE-WISE FEMALE LITERACY RATE
(In percentage)

	Pakistan	Baluchistan	N.W.F.P.	Punjab	Sind
Total	15.99	4.32	6.40	16.81	21.64
Urban	37.27	18.54	22.88	36.72	42.23
Rural	07.33	01.75	03.82	09.38	05.21

SOURCE: Primary Education Improvement: Desired Measures, NEC 1986

The literacy rates are very low for women in Pakistan but they are deplorable in the case of rural women which are as low as 0.8 percent in Baluchistan, 2.5 percent in N.W.F.P., 3.4 percent in Sind and not more than 7.4 percent in the Punjab (Qureshi, Page 51).

Policy and Plan Provisions :

The Government of Pakistan assigns priority to education at policy and planning level. Since the allocation of resources are not matched with the high policy goals, it impairs the outcome of each policy. The literacy, is abysmally low.

Pakistan has a population of about 95 millions (estimates as of June 30th 1985). The population is increasing at the rate of 3.0% each year. The 1981 census indicates that there are 1110 males per 1000 females.

The population of Pakistan is unevenly distributed in the four provinces of the country. More than 56% of the total population lives in Punjab which has only 1/4 of the total areas. Sind has about 23% of the total population with 17.4% of area. NWFP and tribal areas have 16% of the total population and 13% of the area. Baluchistan, which is the biggest province in area (44%) has 5% population (Jatoi, Page 1).

Female population of the country has been neglected for a long time. The United Nations Decade for Women (1975-85) brought an awareness and positive thinking in the planners and the seventies and early eighties saw some progress in this connection. But the problems which keep females out of schools are still serious enough to thwart Government efforts towards a better female literacy status.

The country has not given enough opportunities to women living in the rural areas to learn how to read and write and thereby improve those skills that are conventionally considered female skills. Though past performance has been quite unsatisfactory, yet a streak of light is visible which promises the female population of Pakistan a better future. Women Division's various wings have successfully, in collaboration with other government agencies and NGOs, launched a programme of imparting training as well as literacy to the females (Jatoi, 1985).

Today the figures for the villages, 72% of Pakistan's population, living in 45,000 villages, are startling: there is electricity for only 38%, portable water available to only 287%, the literacy rate is 15% (only 7% of the females are literate) only 16% of the villages are connected by

all-weather roads, and the per capita income, already low for Pakistan at 350 dollars, is 34% lower in the rural areas than in the urban (figures from the Distinguished Lecture at the National Centre for rural Development by Syed Fakhar Imam, Minister for Local Government and Rural Development on April 20, 1983) (Khan, 1985).

Review of related studies and researches:

The exploration of the researches done about women in Pakistan reveals that there are not enough studies on women in education and training sector. It is widely believed that parents do not want to send girls to schools and that women themselves do not take interest in education. Hassan investigated these questions in her study on *The Attitude Towards Female Education*. Her findings, however, show that most of these misconceptions are wrong and that the rural population, both males and females have a positive attitude towards female education. Her findings are summarised below:-

1. The total rural sample expressed positive attitude towards female education.
2. The total group stressed that educated females prove to be better wives and mothers and are better than the illiterates in skills like sewing and cutting etc.
3. The surveyed group felt that school education was meant for getting a job only. Since they did not visualize women taking up jobs, they thought "that there is no economic benefit in educating a girl."
4. Contrary to what is usually believed the group rejected the idea that educated women become less religious or disrespectful to the other members of the family.
- 5) Rejecting another misconception, they denied that literate women misuse their writing skill in writing to undesirable persons.
6. It was not difficult to find a suitable match for an educated girl.
7. It is wrong to believe that young men do not like to marry educated girls.
8. Rural population is not suspicious of outside female teachers.
9. Majority wanted women to take up a job after getting education.
10. Of the group, women were more positive about female education than men, and finally,
11. The group was of the view that the educated women stop working in the field.

Hamidi conducting the study: "Experiences in Women Educational Plans" at a micro-level. She studied the Community Development Education and Family Planning Project at Karachi. Her findings are given below:

1. No educational programme of adult literacy for women, can succeed unless it is accompanied by some income generation skill.
2. The various agencies of the Government should collaborate in identifying the problems of women in education.

3. All efforts should be made to propagate the need for female education and all possible channels of media should be used for this purpose.
4. Special books and reading material should be written for female literacy which must include the things of female interest like her rights. It must inculcate the feeling in her that "the hand that rocks the cradle, rules the world"

In America, many studies have been done to see if the incentive programmes work or not. Foster reports that on recommendations of a District Attendance Task Force, in 1980 the Ganado School district, a Navajo Reservation District formulated an Attendance Improvement Plan which decreased the primary school's absentee rate 37% over previous years and which dramatically increased Friday attendance. The primary school targetted "high risk" chronic non-attenders and their parents to determine their perception of the relative importance of attending school and to establish goals and methods that would lead to increased student attendance. To ensure that all students were enrolled, a committee of students, staff, and teachers was formed. The committee developed, instituted, and restricted by problems inherent in the design and time schedule of the project. Although it is possible that results reflect factors other than the incentives offer, the achievement gains observed for students in the Parent-Teacher model were substantially greater than those of the control group. Differences in achievement gain between the Teacher-Only model and the control group were negligible. Other results from the analysis of the attitude and behaviour data also are presented and discussed, but no simple patterns were evident in these results.

James VanSciver states that most school programmes designed to reduce student absenteeism rely on punitive measures, and most are aimed at kinds who already have poor attendance records. He suggests that the situation should be turned around by focusing on all students (not just offenders) and by emphasizing rewards rather than consequences.

He decided to test research findings suggesting that two things encourage kids to come to school: personal contact with the principal and peer pressure. Sciver's study at Pocomoke High School was designed to determine whether a programme that emphasized positive things (such as praise and rewards) would improve student attendance.

The high school for several years has had an average daily attendance record to approximately 93 percent. To analyze the effects of the positive approach. He selected for study the 1983-84 and 1984-85 sophomore classes; each had approximately 100 monitored an incentive programme that recognized individuals and/or a class for outstanding attendance. Rewards consisted of free books for perfect individual attendance in a grading quarter and of movies and/or parties for the class with the best monthly attendance. To improve Friday attendance, the class with the highest weekly attendance was allowed to raise the following week. Data indicated that the processes used were valid for increasing attendance.

The Planar Corp. report describes results of a demonstration project carried out in four cities during 1971-72. The project aimed at exploring the feasibility and impact of two different forms of money incentives payments. In one form -- the "Teacher-Only" model -- the teachers in a school were offered a series of bonuses ranging from \$150 to \$600 per subject, depending on the amount of gain shown by their students on standardized tests of reading and math. In the "Parent-Teacher" model, the same bonus offer was made to teachers; but in addition, there were cash payments of \$ 12.50 to \$ 50 offered to each parent, depending on the mean gain shown by

all of the students in their child's class. Quantitative data were collected from students, teachers, and parents at two points in time. This data included the results of questionnaires tapping attitude and behaviour information, interview results, tallies from systematic observation, and standardized achievement test results. The data were analyzed by comparing the mean of an Exp school (one which had been offered incentives) to the mean of a matched CON school in the same city. The interpretation was students. Using the 1983-84 class as the control group and the 1984-85 class as the experiemntal group, he collected information on student attendance from September through December, the first two marking periods of both school years. The 1983-84 students were subject to the standard approach toward school attendance, which in our school system included lowering grades and suspending kids who repeatedly skipped school. The 1984-85 students, however, received daily "positive strokes" as part of the programme. These measures proved effective in promoting the goal of perfect attendance. The analysis showed, for example, that students in the control group were absent seven days (on the average) during the first two marking periods' kids in the experimental group averaged only three and one-half days. In addition, the study of ninth, eleventh, and twelfth grades indicated another facet of improvement. Attendance in most schools tends to be at its highest point in September and declines steadily through the school year. This proved true at Pocomoke High School during the two years of the study - except for the 1984-85 class, which ended its second marking period with a higher rate of perfect attendance (99 percent) than any other class.

Perhaps even more significant was the fact that students from the 1984-85 class who previously had poor attendance records showed a significantly higher rate of attendance after participating in the improvement program than did poor attenders from the 1983-84 class.

What the Pocomoke High School study suggests is that a positive approach can be more successful than a negative one. Rather than focussing attention on kids when they skip school, the programme rewards them when they come to school; they are subjected to frequent, positive contact with school through their homes, peer pressure, and reinforcement from teachers, school executives, and publicity in the community.

Dwey Lipe and Steven M. Jung state that the recent stress on accountability in education (Lessinger, 1970) has also contributed to an interest in incentives. A corollary to accountability is that programmes, personnel, or materials and equipment that do not contribute to desired student performance outcomes must face some kind of version, possibly elimination, while those found effective should be appropriately rewarded (Hawkridge, 1970).

Central to the emphasis on incentives is the belief that the new educational programmes of the past decade have not produced impressive results and have especially failed the so called "deprived" student. Whereas this failure has produced pessimism in some circles, other educators have thought enough of the power of currently available techniques to venture their own capital on a guaranteed-performance-or-no-pay basis. An examination of these techniques usually reveals a heavy emphasis on technological innovations and "incentives" to learners.

That so called "motivation to learn" can be developed in children by restructuring their educational environment was demonstrated with two strikingly unmotivated groups: autistic children were trained to talk (Lovaas, 1962) and convicted delinquent adolescents with a long history of school failure improved their reading and achievement test scores (Cohen, 1968) through the use of environmental manipulation techniques.

The use of material incentives for learning has a long and vigorous history in experimental psychology. Food, in particular, has been popular because deprivation level can be easily controlled. Fruit and cookies or sandwiches were given as reinforcers to black children in an experimental preschool located in a depressed area of Kansas City (Risley & Hart, 1985). The experimenters sought to develop a correspondence between what the children said they had done and what they actually had done. Snacks given at the regular snack time but made contingent on desired behavior were successful incentives.

Chadwick and Day (1970) and Day and Chadwick (1970) used food and other material reinforcers in addition to other types of incentive in a class of 30 black and Mexican-American students who were all severe behavior problems. The school-furnished lunch was used as a reinforcer along with school store items such as candy, gum, goldfish, clothes, jewelry, etc. In conjunction with the other types of incentive, the use of these material incentives was instrumental in improving both social behavior and academic performance.

Money was used as an incentive to improve reading accuracy and speed on the Gray Oral Reading Test (Cotler, 1969). The 96 subjects, fourth, fifth and sixth grade boys, were each given 75 cents before the experimental session. Boys in the reward and punishment experimental condition were told they might win more money or lose money depending on their reading performance. Control subjects were told that the money was simply payment for participating. The contingent reward and punishment condition yielded results that were not significantly different from the control group results (see also Prince, 1967; Smith, 1966). Alschuler (1969) went one step further and used "make-believe" money instead of real money. Each student in his study signed a contract with the teacher in which the student agreed to complete so much math for so much "make-believe" money. This so called "math game" resulted in significant improvement on standardized mathematics test scores over the period of a school year.

Arunashree Rao's study shows marvellous success of the incentives program in increasing the school attendance in primary schools. The grain programme for the 10 villages was started in September, 1983. Its source of funds was the Tribal sub-plan nucleus budget. The distinguishing features of the school incentives in the 10 specially targetted villages in Limkheda taluka are (i) a concerted effort to provide these incentives to all eligible primary school children; and, (ii) the provision of an additional input - a monthly grain package - to both girls and boys who maintain an 80 percent monthly attendance. Ten kilograms of grain (corn) was given to girls and eight to boys.

The school incentives programme in the 10 villages also included two sets of uniforms for all enrolled students in Standard I and II, as well as textbooks and slates. These incentives were derived primarily from two sources: The Tribal sub-plan Nucleus Budget and the District Education Committee. Occasionally, charitable organizations donated a few sets of uniforms to the schools.

The data provided by the author indicates that there was an increase of 100% in enrolments of male students in Standard I from 1982 to 1983 and further increase of 68% in 1984 due to the incentives programme. Similarly, for females, the increase for the same standard and year was 300% and further 100% in 1984.

III. METHOD AND PROCEDURE :

Introduction :

The primary objectives of the study were to find out whether it is necessary to provide some kind of incentive to increase the enrolment of rural female students in all the four provinces of Pakistan and whether the incentives would work in the form of cash or in some other forms. This chapter describes the methodology used to address the objectives of the study on the following heads:

1. Sample;
2. Instruments;
3. Data Collection, and
4. Data Analysis.

Sample:

The population for this study consisted of the selected communities and the District Education Officers of the districts of the selected communities. The population was identified by a random sample procedure. Ten percent of the districts across four provinces of Pakistan comprising of 10 districts were selected. Four rural communities were selected in each district. Two communities were selected having fewer than 100 households and two communities were selected having 175-225 households. This information was obtained from the 1981 census report and while selecting the communities, the approachable distance for the female research team members was also kept in mind. There were 40 communities selected in this manner. Ten percent houses of the community were visited in the Province of Baluchistan. During the course of field work, however, it was found that the households were less in number than the ones recorded in the census report. In the remaining provinces, therefore, an effort was made to visit 10 houses in the smaller community and 20 houses in the bigger community. But, in those cases where the community households were less than calculated, less number of houses were visited. Total number of houses thus visited was 579 Breakdown of the houses visited in each community is as follows:

Province	District	Tehsil	Community	No. of houses visited
PUNJAB	Attock	Attock	Tass	10
			Cheechi	20
			Darya Charif	10
			Mirza Qaim Shah	20
	Gujrat	Gujrat	Lala Chak	10
			Khanuwal	20
			Meuwal	20
			Chak Dhallu	10
	Faisal-abad	Faisal-abad	Chak No.233 (Nai Abadi)	10
			Roshan Wala	20

		Jaran- Wala	Tibi Jatawan Chak No.240 Istabal	10 20
	Muzafar- garh	Muzafar- garh	Sadaat Colony Khanpur	10
		Kot Adu	Basti Mahmood Kot Dhodhi Matwani Wala	20 10 20
SIND	Sukkur	Rohri	Gatanwari Tando Ali Abad	10 20
		Pano Akil	Gagnaow Saindad Jatoci	20 10
	Hyderabad	Hyderabad	Scahal Sarmast Colony.	20
		Hala	Hayat Dahri	10
		Tando Muhammad Khan	Bakhshoo Burdi	10
		Tando Allah Yar	Ghuluam Ali Laghari	20
N.W.F.P.	Bannu	Bannu	Torka Gandli Fatma Khel Kotka Feroz Khan	20 20 10 10
	Mardan	Mardan	Surkh Dheri Cheel Banda	10 10
		Chamrang	Chamrang	20
			Dundiya	20
BALUCHISTAN	Quetta	Quetta	Shaikh Manda New Balleli Jatakabad (Kili Almas) Syedan Simly	08 19 08 10
	Kalat	Mastung	Ghazgi Malkharma	18 10

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Instruments :

The research instruments used for this study consisted of three forms. Forms were developed to answer each of the objectives identified in the study. Questions asked in the forms were developed in view of the guidelines provided for the subject paper in the meeting held at the Academy on June 20, 1988, by the Director of the BRIDGES Project Prof. Dr. Noel McGinn. Forms thus developed were named as:

Form No.1	Parents (See Appendix A)
Form No.2	Community Representative (See Appendix B)
Form No.3	District Education Officer (See Appendix C)

All the three forms had a place for additional comments. It was felt that additional comments would encourage respondents to give information to this study that the forms had not covered (See Appendix D).

Data Collection :

As mentioned earlier, the data collection for the subject study was carried out during the field work of the "Girls' Access to Schooling in Pakistan - Mosque School Study." Data was collected according to the schedule listed at Appendix-E. Teams for data collection consisted of one male researcher for the purpose of language and easy access to households. Female researchers interviewed the District Education Officer and the families of the selected communities and collected data on Form 1 and Form 3. The male member interviewed the community representative and collected data on Form 2 of the subject study.

Data Analysis :

Editing of coding for data was done prior to the entry in the computer. All the three forms were entered separately for each community. Statistical data analysis was done using Statistical Package for Social Sciences (SPSS).

Frequency distributions were done for all variables and tables were used for graphic illustration. In descriptive analysis data was summarized by responses recorded on each form.

IV. PRESENTATION AND ANALYSIS OF DATA

Introduction :

To draw conclusions about the objectives of the study, this section, therefore, presents the results of stated objectives in table and descriptive form. Data are summarized by responses received from parents, community representatives and the District Education Officers for each form. The purpose of this narrative form is to present the analytical results of the study. The questionnaires were developed to investigate each of the variable identified according to the objectives of the study.

Statistical Analysis :

Occupation of the families interviewed

Information was sought about the occupation of the head of the family on Question No.2, Form 1. Information obtained is presented in Table-I.

Table - I
Occupation of the Head of the Family, By District

Province	District	No. of Household visited	1	2	3	4	5	6	7	8	Not Working
PUNJAB	Attock	60	16	25	7	8	2	-	-	1	1
	Gujrat	60	27	15	3	11	1	-	-	-	3
	Faisalabad	60	16	29	10	4	-	-	-	1	-
	Muzaffarabad	60	7	38	3	12	-	-	-	-	-
SIND	Sukkur	60	31	7	5	9	4	1	-	1	2
	Hyderabad	60	20	14	6	13	-	2	-	4	1
N.W.F.P.	Bannu	60	17	6	16	16	1	1	1	1	1
	Mardan	60	27	16	4	10	1	-	-	1	1
BALUCHIS-TAN	Quetta	45	3	16	8	2	1	11	3	1	-
	Kalat	54	20	17	2	11	-	3	-	-	-
TOTAL :	10	579	184	185	63	95	11	18	4	10	9

1 = Farmer 2 = Labourer 3 = Businessman 4 = Government Employee
5 = Retd. Govt. Employee 6 = Trained Worker 7 = Imam 8 = Pvt. Service

Table I represents the occupation of the head of the family of the households visited of the selected communities. Labourers formed the highest percentage of 32%, slightly higher than farmers who are 31.8% against 16.4% for the government employees. Head of the families who were not working formed only 1.6% of the total responses received.

Reasons for sending girls to school

In order to find out why do parents send girls to school, the Parents, Community Representatives and the District Education Officers, all were asked this question. Answers are summarized below by different reasons given by Parents, Community Representatives and the District Education Officers :

Table - II
Reasons for sending girls to school

Reasons	Parents		Community Representative		District Education Officer	
	No.	%	No.	%	No.	%
1. To become literate	217	37.5	21	53.8	5	50.0
2. To be able to communicate	4	.7	1	2.6	2	20.0
3. To be able to manage households affectively.	31	5.4	14	36.0	2	20.0
4. To get a job	57	9.8	3	7.6	1	10.0
5. Any other	134	23.1	-	-	1	10.0

Out of the total responses of 579 for parents, 36 did not give any answer and 134 gave other reasons than the ones listed above. Many parents chose to give more than one reason also.

Reasons for not sending girls to school

In order to investigate the reasons for not sending girls to school this question was asked to the parents in each house visited as well as from the District Education Officers. Answer obtained are summarized in Table -III

Table - III
Reasons for not sending girls to school

Reasons	Parents		District Education Officers	
	No.	%	No.	%
1. No separate School for girls.	150	25.9	1	10.0
2. Forgone Income	7	1.2	9	20.0
3. Cost of schooling	125	21.6	3	30.0
4. Helping hands to mothers	39	6.7	2	20.0
5. Any other reasons	57	9.8	2	20.0

Out of the total responses of 579 for parents, 30 did not give any reason and 57 gave other reasons than the once listed above. Many parents gave more than one reason also. Parents reported that non-existence of separate school for girls was the major reason for girls' low enrollment whereas District Education Officers thought that forgone income was the major reason, parents were not sending girls to school.

Suggestions to increase enrollment of rural female students

Parents, Community Representatives as well as District Education Officers, all were asked as to what would they suggest for their government to offer so that parents could send their girls to school? Answers were recorded against the possible suggestions to be given by the respondents.

Table - IV
Suggestions for Government to increase Enrollment of Rural Female Students

Suggestions	Parents		Community Representative		District Education Officers	
	No.	%	No.	%	No.	%
1. Separate School for girls	96	16.6	9	23.1	3	30.0
2. Free books and uniform	203	35.1	13	33.1	3	30.0
3. School should be located nearby by	11	1.1	5	12.8	2	20.0
4. Any other suggestions	9	1.6	12	31.0	2	20.0

Out of the total respondents of 579 for the parents, 63 parents i.e. 10.9% did not give any suggestions. Some of the parents gave more than one suggestion. Free books and uniform ranked highest among the incentives to be given to increase enrolment of rural female students.

Opinion about monetary incentive

In order to find out whether monetary incentive would help increase the enrolment of rural female students. Parents as well as Community Representatives and District Education Officers were asked whether parents would send girls to school if government paid scholarship for each girl. Answers obtained in yes and no form are summarized in Table-V.

Table - V
Effectiveness of Monetary Incentive to increase
Enrollment of Rural Female Students

	Total Response	Yes		No		Blank	
		N	%	N	%	N	%
Parents	579	480	82.9	16	2.8	83	14.3
Community Representative	39	33	84.6	6	15.4	-	-
DEO's	10	08	80.0	2	20.0	-	-

Above table shows that it is overwhelmingly believed by Parents, Community Representatives and DEO's that monetary incentive would certainly increase enrollment of girls in schools.

Cash amount to be given to parents as incentive

This question was repeated in all the three forms and the Parents, Community Representatives as well as the District Education Officers were asked to suggest as to what amount of scholarship should be paid per month for each girl to the parents. Answers received are summarized below :-

Table - VI
Cash Amount to be given to Parents as Incentive

	Total No. of responses	*1		2		3		4		5		Blank	
		N	%	N	%	N	%	N	%	N	%	N	%
Parents	579	52	9.0	99	17.1	26	4.5	63	10.9	252	43.5	87	15.0
Community	39	-	-	8	20.5	8	20.5	2	05.1	15	38.5	6	15.4
DEO's	10	-	-	3	30.0	-	-	1	10.0	4	40.0	2	20.0

*1 = Rs.10/- 2 = Rs.20/- 3 = Rs.30/- 4 = Rs.40/- 5 = More than Rs.40/-

Majority of the respondents in each category agreed to give more than Rs.40/- per month to the parents for each girl.

Class level up to which the cash Incentive should be applied

This question was asked from Parents as well as from the Community Representatives. The information received is summarized below:-

Table - VII
Class Level for Monetary Incentives

Respon- dents	Total No.of Respon- ses	Blank Respon- ses	CLASS					LEVELS			
			II	III	V	VIII	X	XI	XII	XIV	Univer sity.
Parents	579	160	2	1	168	9	195	1	6	35	2
Community 39 Representative.		11	-	1	11	3	13	-	-	-	-

Above table shows that almost one third of the respondents in case of parents left the question unanswered, 33.7% asked for the incentive to be provided upto 10th grade whereas 29% proposed to give incentive till 5th grade.

Among the community representatives 33.3% recommended incentive upto 10th grade whereas 28.2% proposed till 5th grade.

Level of education to ensure retention of literacy

This question was asked from parents as well as from the community representatives. Level of education thought to be sufficient to ensure the literacy of child by both categories is represented below:-

Table - VIII
Level of Education to Ensure Retention of Literacy

Respon- dents	Total No.of Respon- ses	Blank Respon- ses	CLASS					LEVELS		
			III	V	VIII	X	XII	XIV	XVI	XVII
Parents	579	108	2	274	29	138	15	10	-	3
Community 39 Representatiave.		7	1	17	-	11	1	-	2	-

Above table shows that in both cases about 18% respondents did not give any answer. More than 40% regarded 5th grades level of education to ensure retention of literacy in both cases.

Level of Education Permissible for girls

Community representatives as well as District Education Officer were asked upto which class in their opinion the parents of their community or district sent girls to schools. Information obtained is summarized in Table-IX on the next page.

Table - IX
Level of Education permissible for Girls

Respon- dents	Total No.of Respon- ses	Blank Respon- ses	CLASS				LEVELS			
			III	V	VIII	X	XII	XIV	XVI	XVII
Community Representa tives	39	3	1	4	11	2	11	1	3	3
D.E.Os	*U 10	1	-	-	5	-	2	1	1	-
D.E.Os	R 10	1	-	-	5	2	2	-	-	-

*U = Urban R = Rural.

Above table shows that most commonly reported grade by the community representatives was 5th and 10th grade as both were reported by 28.2%. In case of the District Education Officer, they tried to differentiate by Urban and Rural areas of their district. However, 5th grade in both cases was reported as the level of education to which they thought parents send their girls to school.

Reasons for not sending girls to school after 5th and 10th grade.

In order to explore further as to why parents stop sending girls to school, community representatives were asked to give reason for the class level given under the level of education permissible for girls in their community. Answers were recorded according to the following reasons:

1. Age reason.
2. Cost of Schooling.
3. Helping hands to mothers.
4. Due to marriage.
5. Any other (Please Specify)

Community representative chose more than one reason in the support of the class level thought permissible by the parents. However, 20.5%, the highest response recorded 'Age' as the major cause for stopping girls to attend the school.

Unused Capacity in Schools for Girls

In order to find out evidence as to whether there is unused capacity in schools, that is, that girls are not attending school where schools are available and places to receive them, D.E.Os were asked this question in Question No.6 of Form-3. Information obtained is summarized below

Table - X
Unused Capacity in Schools for Girls

AREA	YES		NO	
	N	%	N	%
Rural	7	70.0	3	30.0
Urban	5	50.0	5	50.0

Above table shows that 70% of the District Education Officer believed that there is unused capacity in the rural schools.

Reaction among the parents of boys on provision of incentives to the parents of girls

In order to see opinion whether there will be reaction among the parents of young boys in the schools if the parents of girls are provided cash incentive, the District Education Officers were asked to answer in yes or no form. Answers obtained are summarized below :-

Table - XI
Reaction Among the Parents of Boys on Provision of Incentives to the Parents of Girls

Value	N	%
Blank	1	10.0
Yes	6	60.0
NO	3	30.0

Above table shows that 60% of the District Education Officer were of the opinion that there will be reaction among the parents of boys on the provision of incentive for girls to the parents.

Analysis of Additional Comments :

Once asked to express opinion about the provision of incentive, the respondents felt very excited and were encouraged to make certain comments and suggestions which could work to increase enrollment of rural female students in the school. About 9% of the parents made no additional comments whereas in the case of community representatives only 2.6% and in the case of District Education Officers 20% made no additional comments.

Additional comments in all the three forms identified certain factors which may be very useful for policy makers. Following was a typical comment made by all the categories of respondents: "Government should open separate schools for girls in each village". See Appendix-D for all the Additional Comments made by Parents, Community Representatives and the District Education Officers.

V. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS :

Summary of Findings :

Three forms were developed to answer each of the objectives identified in the Study.

Findings by Objectives :

The first objective of the study was to find out whether it is necessary to provide some kind of incentive to increase enrollment of rural female students.

It was found that incentive in the form of monetary as well as non-monetary is very essential if we really want to increase the enrollment of students in rural areas.

The second objective of the study was to find out whether the parents don't send their girls to school because of foregone income or because of the direct cost of schooling or because of being helping hand to mothers.

It was found that out of the above-mentioned variables, parents generally don't send their girls to school because of direct cost of schooling.

The third objective of the study was to find out whether there is unused capacity in schools for girls and whether providing incentives would lead to increased enrollment.

It was found that there is unused capacity in schools for girls only in few rural communities. Generally it was found that girls were even going to boys schools and mosque schools if there was no girls school in the community. In Sind, it was found that in one case boys and girls' school was operating in one building. The Upper storey was being used for Girls School and Ground Floor was being used for Boys School. In Baluchistan, one community co-education was found upto 8th grade and many a schools were seen over-crowded in all the provinces.

The fourth objective of the study was to find out what kinds of incentives would be most likely to work, should they be in the form of cash or in some other forms?

It was found that provision of monetary as well as non-monetary incentives is required to increase the enrollment of rural female students.

The fifth objective of the study was to find out the class level up to which the incentives should be applied and whether that level of education is sufficient to ensure retention of literacy.

It was found that mostly primary level of education was recommended for providing incentives. However, the District Education Officers objected to this very idea on the ground that more you give to the people, the more they will demand. Generally 3rd grade or 5th grade was thought to be the level of education sufficient to ensure retention of literacy.

Summary of Conclusions :

Parents, Community Representatives as well as District Education officers were given an opportunity to make additional comments. Based on the data and the statements thus made several conclusions can be drawn from this study.

First, the evidence points over-whelmingly to the fact that low female enrollment in rural areas reflect conservative attitudes of parents who will not educate their daughters because of their traditions. Most commonly held view, therefore, that the people of rural areas value more the economic return to the labor of daughters than to the possible future return to a girl who has received some education is completely rejected. Even in those communities which were not

well-off economically, the uneducated women expressed the desire that they would prefer their daughters to get education rather than work in the household or in the field like them.

Second, it is generally argued that it is necessary to provide some kind of incentive to increase the enrollment of rural female students. Whereas parents as well as community representatives or District Education Officers, all did not favour providing of cash incentive to that extent as much as they suggested to provide separate schools for girls and these schools should be opened near each village.

Third, too much stress has been placed on the fact that people of rural areas do not understand the value of education of schooling and value more the immediate gain from their child's labour than the expected future gain. More than the economic gains, people pointed out that the girls become literate and learn to manage the household better. The most commonly expected gains from the education of their daughters were to be able to communicate, to get a job and to get a better life partner who will also be educated.

Fourth, in classifying answers by communities as urban or rural it became evident that people do not withdraw their daughters from schools early because of the opportunity costs but because of the age factor or because the school is not located nearby.

Fifth, only a relatively small number of people withdraw their daughters from school because of the direct costs, e.g. pens, ink, clothing or because of being helping hands to mothers.

Sixth, interesting finding was about the belief that girls are not attending school where schools are available and have places to receive them. In fact, this is not a common prevalent situation. It is happening only in those schools where there are male teachers such as mosque schools or the schools which are opened in communities which are inhabited by two rival tribes. This situation is most prevalent in Baluchistan or NWFP and that too in certain communities which need to be investigated.

Evidence was found to support the fact that providing incentives would in fact lead to increased enrollment. In Baluchistan, it was told that in one community, mosque school was opened with a promise to parents that 10 rupees for each girl enrolled will be paid to the parents each month. Parents waited for six months but when they saw that government did not keep their promise, they withdrew the girl students.

In Sind, on the other hand, it was told that when pens, pencils, notebooks and sweets were distributed among the students out of the zakat fund on the visit of district education Officer, the enrollment of girl increased significantly.

Seventh, even though when asked about provision of cash incentive in the form of scholarship, it was over-whelmingly supported, yet, irrespective of the monetary or non-monetary incentives, the girls will come if the schools are opened with female teachers in each village.

Eight, interesting finding was about the class level upto which the incentives should be provided. People of certain communities proposed the provision even upto University level whereas generally 5th class was recommended and it was also said that primary level of education is sufficient to ensure retention of literacy.

Finally, it was clearly demonstrated that significant differences exist in Urban and Rural: Province to Province and communities within a district which need to be investigated before opening of the school.

Recommendations :

This study was limited to a few general issues in the problem area of rural female education. Other aspects such as the availability of resources, availability of teachers; availability of building, facilities and traditional barriers or statistical data about the girls in each community etc., have been excluded. These aspects can be investigated thoroughly seperately.

In the present study, a general answer was sought about different questions concerning the provision of monetary or non-monetary incentive. Study could be done on each community included in the sample separately. This study could suggest particular incentives to be given in each community investigated. This would give a better indication of the incentives to be given and what is it that could be given up?

Analysis of the responses received, however suggest that the problem of low female enrollments in rural areas could be solved by :-

1. A nation-wide compaign using T.V. Radio and mass media like newspaper or the coverpages of the magazines should be started stressing the fact that at least primary education is very important for girls.
2. A detailed needs assessment should be carried out by the community education representative to provide the educational facilities for the girls. Thus, preference should be given to establish girl schools on the demands of community rather than on political grounds.
3. Scholarships, books should be provided to the children of poor families.
4. Uniform should not be imposed on the primary school children to cut down the expenses of parents on education of girls.
5. As per the provision of the National Education Policy (1979), books should be provided free to all the schools and the distribution of books should be followed up since it was noticed that even in the mosque schools where books were being provided, they were not being received by the students on the other end.
6. Existance of Mosque School in the community should be made known to the community. Lady teachers may also be appointed in mosque schools to teach the girls separately. This measure would increase the enrollment of rural female students tremendously.
7. Mohallah Schools in Sind are functioning under the Special Priority Project and are very successful. It would certainly help increase enrollment of rural female students if educated ladies are approached to open up Mohallah Schools.
8. Mobile Audio-Visual Teams may be deputed to impart education through modern techniques to the girl students residing in remote areas.
9. It would be publicised that the rural girls who complete 5th grade will be awarded Rs.1000/- whereas the girls who complete 8th will get rs.2,000/-. The cash award distribution ceremony should be arranged in the community so that it could become a self-publicity arrangement motivating the other parents to get their girls educated. This will also lead to prepare local teachers of the selected communities.
10. A system of recognition for the good services rendered by teachers, parents, students and community representatives should be made.

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APPENDIX-A

**FORM NO. I
(PARENTS)**

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(For AEPAM use only)

FORM NO. 1
(PARENTS)

INCENTIVES FOR RURAL FEMALE STUDENTS

Q.No.1. Province: _____ District: _____
Village: _____ House No: _____

Q.No.2. Occupation of the head of the family:

1. Farmer
2. Labourer
3. Businessman
4. Government employee
5. Retired Government employee
6. Any other (Please Specify)

Q.No.3. Why do parents send girls to school?

1. To become literate
2. To be able to communicate
3. To be able to manage household effectively
4. To get a job
5. Any other (Please Specify)

Q.No.4. Why parents don't send their girls to school?

1. No seperate school for girls
2. Foregone Income
3. Cost of Schooling
4. Helping hands to mothers
5. Any other (Please Specify)

Q.No.5. What would you suggest for your government to offer so that parents could send their girls to school?

1. Separate school for girls
2. Free books and uniform
3. School should be located nearby
5. Any other suggestions (Please Specify)

Q.No.6. Would parents send girl to school if government pay scholarship for each girl?

1. Yes
2. No

Q.No.7. What amount of scholarship would you suggest to be paid per month for each girl to the parents?

1. Rs. 10/-
2. Rs. 20/-
3. Rs. 30/-
4. Rs. 40/-
5. More than Rs. 40/-

Q.No.8. What class level would you suggest up to which the cash incentive should be applied?

Class: _____

Q.No.9. What level of education do you think is sufficient to ensure the literacy of child?

Class: _____

Q.No.10. Additional Comments:

1. _____

2. _____

3. _____

4. _____

APPENDIX-B

FORM NO. 2

(COMMUNITY REPRESENTATIVE)

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(For AEPAM use only)

FORM NO. 2
(COMMUNITY REPRESENTATIVES)

INCENTIVES FOR RURAL FEMALE STUDENTS

Q.No.1. Province: _____ District: _____
Village: _____ House No: _____

Q.No.2. Name of the Community Representative: _____

Q.No.3. Occupation:

1. Farmer
2. Labourer
3. Businessman
4. Government employee
5. Retired Government employee
6. Any other (Please Specify)

Q.No.4. How long have you been residing in this community?
(Specify in years and months)

Years: _____ Months: _____

Q.No.5. Are girls of your community going to school?

1. Yes
2. No

Q.No.6. Why do you think the parents are sending their girls to school?

1. To become literate
2. To be able to communicate
3. To be able to manage household effectively
4. To get a job
5. Any other (Please Specify)

Q.No.7. Up to which class do you think the parents send their girls to school?

Class: _____

Q.No.8. Why do the parents stop sending their girls to school after the above-mentioned class?

1. Age reason
2. Cost of Schooling
3. Helping hand to mothers
4. Due to Marriage
5. Any other (Please Specify)

Q.No.9. What would you suggest for your government to offer so that parents could send their girls to school?

1. Seperate school for girls
2. Free books and uniform
3. School should be located nearby
5. Any other suggestioons (Please Specify)

Q.No.10. Would you send your girls to school if government paid scholarship for each girl?

1. Yes
2. No

Q.No.11. What amount of scholarship would you suggest to be paid per month for each girl to the parents?

1. Rs. 10/-
2. Rs. 20/-
3. Rs. 30/-
4. Rs. 40/-
5. More than Rs. 40/-

Q.No. 8. What class level would you suggest up to which the cash incentive should be applied?

Class: _____

Q.No.9. What level of education do you think is sufficient to ensure the literacy of child?

Class: _____

Q.No.10. Additional Comments.

1. _____

2. _____

3.

4.

APPENDIX-C

FORM NO. 3

(DISTRICT EDUCATION OFFICER)

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(For AEPAM use only)

FORM NO. 3
(DISTRICT EDUCATION OFFICER)

INCENTIVES FOR RURAL FEMALE STUDENTS

- Q.No.1.** Province: _____ District: _____
- Q.No.2.** Name: _____
- Q.No.4.** How long have you been DEO in this district? (Specify in years and months)
Years: _____ Months: _____
- Q.No.5.** Up to which class do you think the parents send their girls to school?
Class: _____
- Q.No. 6.** Is there unused capacity in schools for girls?
1. Yes
 2. No
- Q.No.7.** Reasons for answer to Question No. 6.
1. _____

 2. _____

 3. _____

 4. _____

- Q..No. 8.** Why do parents send their girls to school?
1. To become literate
 2. To be able to communicate
 3. To be able to manage household effectively
 4. To get a job
 5. Any other (Please Specify)
- Q.No.9.** Why parents don't send their girls to school?
1. No seperate school for girls
 2. Foregone Income

3. Cost of schooling
4. Helping hands to mothers
5. Any other (Please Specify)

Q.No.10. Would proposals to provide incentives for rural female students lead to increased enrollment?

1. Yes
2. No

Q.No.11. Reasons for answer to Question No.10.

1. _____
2. _____
3. _____
4. _____

Q.No.12. What would you suggest for your government to offer so that more girls could come to school?

1. Separate school for girls
2. Free books and uniform
3. School should be located nearby
5. Any other suggestions (Please Specify)

Q.No.13. Would parents send their girls to school if government pay scholarship for each girl?

1. Yes
2. No

Q.No.14. What amount of scholarship would you suggest to be paid per month for each girl to the parents?

1. Rs. 10/-
2. Rs. 20/-
3. Rs. 30/-
4. Rs. 40/-
5. More than Rs. 40/-

Q.No.15. Would there be reaction among the parents of young boys in the schools?

1. Yes
2. No

Q.No.16. Additional Comments:

1. _____

2. _____

3. _____

4. _____

APPENDIX-D

ADDITIONAL COMMENTS

ADDITIONAL COMMENTS

FORM-1 PARENTS :

01. Free books, uniform, scholarship and other facilities should be provided.
02. Girls' School should be near the village.
03. There should be separate schools for girls in every village.
04. Girls are not going to school for different reasons (marriage, to take care of other children).
05. Parents should be motivated to send the girls to schools.
06. It is against the customs to send girls to school.
07. Facilities like electricity, water, furniture and Medical should be provided.
08. Urdu should be enforced in schools.
09. Girls cannot attend school because of transport problems.
10. Incentives should be given after class 5th. Incentive must for girls.
11. Education should be made compulsory.
12. Security for girl student should be provided.
13. Girls should only be given religious education.
14. Education is very expensive. It should be free.
15. Demand of separate Middle and High Schools for girls.
16. Demand for lady teachers.
17. Ladies don't understand about incentives.
18. Parents want to get their girls educated but no girls' school in the village. Money does not make difference.
19. No school going girls in the house.
20. If a school is opened and people send the girls then we can think of sending the girls to school.
21. Even educated men cannot find job, why to educate women?
22. Girls should get the education, then they get good match for marriage.
23. Even if we are poor, we are sending all children to school.

FORM-2 COMMUNITY REPRESENTATIVES:

01. Maximum facilities should be provided in the Mosque Schools.
02. Separate Girls' Schools should be established.
03. Facilities like Electricity, Water and Latrines should be provided.
04. Building of Mosque School should be constructed with boundary wall.
05. Separate High School and Colleges for Girls should be made.
06. It is against the custom and traditions to send the girls to schools for education.
07. Every girl school should have female staff, teacher, peon, clerk and mali.
08. Transport facilities should be provided.
09. Poor people should be financially helped to educate their children.
10. Vocational schools for girls should be established.

FORM-3 DISTRICT EDUCATION OFFICER:

01. Incentive should be given to children.
02. Female staff like, teacher, clerk, peon should be appointed.
03. Furniture, Electricity, Water should be provided.
04. Separate schools for girls should be established.
05. Parents are against the education of girls.
06. Free books, uniform, scholarship etc., should be given.
07. Schools should be nearby in every village.
08. Education standard of the female teachers is very low, it should be increased.
09. Full-time Pesh-Imams should be appointed in each Primary School.
10. Incentive in the form of cash should not be given.
11. Fee for education should be increased.
12. Lady teachers be provided.
13. Parents of the boys will object if the incentive is given to the parents of girls.
14. SDEO should be provided transportation to take teachers to the rural areas.
15. Interior allowance should be given to the teachers.
16. Female students should not be charged any fee.

APPENDIX-E
SCHEDULE OF DATA COLLECTION

SCHEDULE OF DATA COLLECTION

PROVINCE	DISTRICT	TEHSIL	COMMUNITY	DATE OF VISIT
PUNJAB:				
	Attock	Attock	Tass	Oct. 8-11, 1988.
			Cheechi	-do-
			Darya Sharif	-do-
			Mirza Qaim Shah	-do-
	Gujrat	Gujrat	Lala Chak	Oct. 12-17, 1988.
			Khanuwal	-do-
			Meuwal	-do-
			Chak Dhallu	-do-
	Faisalabad	Faisalabad	Chak No. 233 (Nai Abadi)	Oct. 22-26, 1988.
			Roshan Wala	-do-
		Jaranwala	Tibi Jatawan	-do-
			Chak No. 240	-do-
			Istabal	
	Muzafargarh	Muzafargarh	Sadaat Colony Khanpur	Oct. 27.31, 1988.
		Kot Adu	Basti Mahmood Kot	-do-
			Dhodhi	-do-
			Matwani Wala	-do-
SIND:				
	Sukkur	Rohri	Gatanwari	August 28-Spt. 2,
			Tando Ali Abad	1988
		Pano Akil	Gagnaow	-do-
			Saindad Jatoi	-do-
	Hyderabad	Hyderabad	Scahal Sarmast Colony.	Sept. 2-7, 1988.
	Hala		Hayat Dahri.	-do-
	Tando	Muhammad	Bakhshoo Burdi	-do-
	Khan			
	Tando Allah	Ghulam Ali Laghari		-do-
	Yar			

PROVINCE	DISTRICT	TEHSIL	COMMUNITY	DATE OF VISIT
N.W.F.P				
	Bannu	Bannu	Torka	Sept. 24-29, 1988.
			Gandli	-do-
			Fatma Khel	-do-
			Kotka Feroz Khan	-do-
	Mardan	Mardan	Surkh Dheri	September 29 to
			Cheel Banda	October 04, 1988.
			Chamrang	-do-
			Chamrang Dundiya	-do-
BALUCHISTAN:				
	Quetta	Quetta	Shaikh Manda	July 7-18, 1988.
			New Balleli.	-do-
			Jatakabad (Kili	-do-
			Almas).	
			Syedani Simly.	-do-
	Kalat	Mastung	Ghazgi	-do-
			Malkharma.	-do-
			Killi Imam Bux	-do-
			(Ishkana)	
			Karez Nath.	-do-

MAKING THE SCHOOL INTO A COMMUNITY CENTRE

PROF. MRS. RAZIA ABBAS
Director, BUESP,
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Islamabad (Pakistan)

MAKING THE SCHOOL INTO A COMMUNITY CENTRE

PROf. Mrs. Razia Abbas
Director, Allama Iqbal Open University

When people live together they are said to live in a society or a community which two words are often used to describe the same sense. Both imply having something in common, such as a certain geographic territory and a feeling of belonging to the same kind of group. In ordinary speech society and community do not differ very much but we make a distinction with their definitions as given by A.K.C. Ottaway. A community according to him is every body; adults and children, social and non-social persons, living in a certain territory where all share a mode of life but not all are conscious of its organization or purpose. A society, on the other hand is a kind of community (or a part of community), whose members have become socially conscious of their mode of life and are united by a common set of aims and values.

Children are members of the community, but can not be said to be members of the society until they are conscious of the way their society functions and of their rights and duties in it as full citizens. They are the potential members of a society and it is one of the task of education to prepare them for full membership.

When we use the term community, there comes to our mind a group of people living in the same area under the same local government or laws. These people are bound together by a common environment and are held together by a psychological as well as economic, social and cultural bonds. Because of their common interest, needs and concerns, they create for their use different institutions like the government, education and economic systems. The population identifies itself with the community which may take the form of a city, village or some other sub-division of the state. In the context of Pakistan it can be a village or even a Mauza. ()

Each community has its own particular way of life. Many examples could be given of the differences between rural and urban communities; communities living in different geographical areas and communities having different profession. What is considered right behaviour also varies. For example each community treats its girls and females in a different way, their eating habits and what they eat is different. It is possible to view each community as having a culture of its own.

It is also possible to analyse most social institutions and to discover in what way they help to maintain the society in which they exist. These are their social functions. Therefore we may ask the question, what are the social functions of the educational system in a given community? When we look for the functions of any social institution, we tend to focus on the way in which that particular institution helps the rest of the social system at one moment. Institutions once established begin to have lives and to create values of their own. According to P.W. Musgrave a well known British Sociologist, it is convenient to consider the social functions of education under the following five headings:-

1. The transmission of the culture of the society; here the need is basically the conservative one of passing on the main patterns of society through the schools.
2. The provision of innovators; someone must initiate the social change that is necessary for a society to survive under modern conditions. Such change may be technical, political or even artistic.

3. The political function; this may be looked at in two ways. There is firstly the need to provide political leaders at all levels of a democratic society and secondly, there is the demand that education should help to preserve the present system of government by ensuring loyalty to it.
4. The function of social selection, the educational system is central to the process by which the more able are sorted out of the population as a whole.
5. The economic function; here the need is that all levels of the labour force should be provided with the quantity and quality of educated manpower required under the current technical conditions.

There is a very delicate balance in any community between stability and change. Though new inventions and techniques are constantly altering the material conditions in which we live, many of the values by which we govern our lives are based on religion that is Islam. Both the techniques and the values are part of the culture which a community transmits to its next generation. In a primitive society change in culture is rare but if the society is advanced and industrialized the stability is difficult to maintain. Change becomes rapid and continuity of culture might prove difficult to achieve.

Certainly the educational system of a community has a function in respect of both "It has to preserve the culture and take full benefit of modernism and technical advancement". Though opposite but they can be closely connected. The example of Japan can easily be cited in this respect.

From a political point of view, educational system has two important parts to play in a community. Within any political unit there is a need that all its members, specially the new generation coming to the age, when it can exercise political power, shall be loyal to the existing system of government. Its main source lies within the educational system. Democracy is a system of government that demands a fair standard of education to ensure its continuance. Secondly, this educational system must be so organized that those with the intelligence necessary to lead may have the chance to do so. Schools can play a major part both in the selection and training of future leaders.

The economic function of an educational system for a community is to provide the labour force with manpowers that matches the needs of the economy. Manpower needs can be studied in terms of both quality and quantity.

Requisites of a Community

Every community, for its establishment and permanence needs certain components without which the community can not take roots. These components are:

- i. Land and residing place : The most important factor for a community is the existence of a piece of land. This land is utilized for the construction of houses of all kinds such as the stone, brick or mud houses. Even the nomads and gypsies need land for their tents and camps.
- ii. Food : All communities arrange to find food resources for their people. Food contains all kinds of cereals, milk and its products, fruits, vegetables, eggs and meat etc.

- iii. **Clothing :** Dress is also an important need of the community, which protects individuals from heat and cold, covers the body adding attraction and charm to a person. Every community makes adequate arrangements for clothing.
- iv. **Treatment for health and well being :** An individual needs to be healthy and treated by a professional when sick. In Pakistan rural communities are devoid of medical facilities and even in cities this facility is inadequate and expensive.
- v. **Education :** Every community establishes a system of education for the preservation of its culture and norms and the development and progress of its individuals. People study in different kinds of schools and colleges. After completion they join practical life and take up their responsibilities.
- vi. **Establishment of social institution :** For preparation and provision of the entire facilities of life, every community establishes different agricultural, industrial and trade institutions. These institutions not only provide requirements of life but also give people profession and skill training so that the community is self sufficient.
- vii. **Religious system :** Every community has its religion, cast, creed, customs, traditions and beliefs which need to be protected and acted upon. A system is established for religious education.

Kinds of Communities in Pakistan

In Pakistan communities can be divided in three categories :

- i. **Rural Communities:** These communities mostly live in villages and consist of farmers and the people who work for these farmers like labourers, carpenters, shoemakers, potters etc. Besides, people working for health, education, postal system and Pesh Imam are also included in the community. The central places for the village community are agricultural office, Union council, Health centre, Tube Well and even a place under a big thick tree to be used as a sort of a common room. Some of the villages have facilities like electricity and pukka roads but most of the villages are deprived of these basic needs. Mostly people do not have educational facilities and are tied down by old customs and harmful traditions. Rural people are mostly simple, hardworking, honest and hospitable. There is hardly any organization in the villages.
- ii. **Urban Communities :** The population which lives in cities or Qasbas is called urban community. A place having more than 100,000 population is called a city and a place having a population of more than five thousand is a Qasba. The cities are mostly located near high ways, railway tracks and rivers. Cities are over populated and many families reside in one building. Because of the provision of better living standard and physical facilities, people are migrating from villages to urban areas. Social awareness of the people in the cities has promoted them to make different kinds of social organizations which create a kind of formal and mutual collaboration. Mass media, transportation and mechanical facilities have helped to improve all kinds of production. This has made life easier for urban communities.

- iii. Regional Communities: Rural and urban communities, put together, form regional communities. In Pakistan they can be identified as Kashmiris or the Gujar communities. A regional communities also has cultural affinity. Moreover, regional community can also be based on some other kind of unity such as political unity or geographical vicinity, religious affinity, trade co-operation or cultural commonability etc.

Relationship of a school with the community

The school and community have a deep rooted relationship and the growth of this relationship is necessary otherwise the school will not be able to fulfil its responsibilities according to the needs of the community. The following points show the importance of this relationship:

1. The school represents a community and works according to its requirement. As school plays a very important role in character building or () In order to avoid bad effects and create good effects it is necessary to understand community properly. The teachers has to understand the social back ground of the children and must know their motivation and activities so that he can develop the child on right lines.
2. The teacher uses complete information and realities of a community in teaching, learning and co-curricular activities and takes benefit of the existing facilities. In this way he imports useful education and makes them socially compatable.
3. The school administration may face many difficulties which can be solved only by the community. With the help of parents and influential people school can solve many of its problems.
4. The school plays an important role in the development of a community where school is a social centre. From the school different experiments, innovative ideas, developmental projects are known to the public. The community can take advantage of educational facilities all the time and the school can participate in the practical work of the community. This is the way corrdination between school and community establishes which is necessary.

Need of the Coordination of a Community and School

School is a place of trai uing for the individual of a community. Closer the link between school and community, better will be the training of its individuals. The importance of this link is clear from the following arguments :

1. The revolution in the theory of education has made the cooperation of school and community very clear through schooling in addition to teaching, knowledge and skills, character building is also desired. For this purpose cooperation from the parents is the first and foremost thing. This cooperation can only be achieved with good relationship between community and school
2. In the present age of democracy, the masses should be aware of the acitivities of all the institutions and departments in the national life. They also need the motivation to take part in different activities. For the realization of this important objective, the school can play an important

role. The majority of our masses is not aware of this need and they do not take interest in school activities.

3. The teacher should have complete knowledge about the local environment and the aspects effecting childrens' personalities. He has to revert to the parents in order to come to grips with the problems of education and training, social environment and other concerning aspects of children. If there is a close coordination between a school and community, not only they will benefit from physical facilities but they can also motivate the community to help schools.

Principles of relationship between Society and School

It is necessary that in order to have good relationship and effective coordination the following principles be followed:

1. The objectives of a school and community are the same. The community should be made aware of its importance.
2. The foundation of this relationship should be based on mutual well being and good will.
3. The school should induce those activities which promote mutual activity ()
4. Child's experiences gained from environmental life should be taken care of fully during teaching.
5. The curriculum of the school should be made in such way that it satisfies the needs and objectives of society completely and adequately. It gives knowledge about rural and urban needs and problems and prepare the children to take full responsibility of the welfare of the community.
6. The linkage of school and community should start from the school. The teachers should initiate the relationship towards parents. This can be achieved through different sources such as the parents day and award distribution ceremonies etc.
7. Instead of presenting complicated social aspects of our daily life. The students should be given the picture of easy and straight forward school atmosphere.
8. The students should be told the good aspects of the community and also they should be make aware of the supreme qualities of an exemplary character.
9. The students should be reserved from contradiction theories, degenerated social conditions, differences in motivation, cast, language, religious, political and social groupings, mental and physical degeneration resulting from old traditions, wrong customs and useless rituals.
10. Children should have a chance of practical experiment in the social atmosphere. They should be taught civic rights and responsibility according to their age and abilities.

Conclusion

Every living of a community and education have a deep rooted relationship, Social needs and requirements are always very important. They change with the passage of time. The school has to cope with this and correspond with the need of the society. This can only result when there is a complete harmony between a school and community. Cooperation of a school and community and commonality of action of these two can train the student in the best possible way.

In Pakistan the need of education and then making these institution a centre for community is very urgent specially at primary level. Education system can not and should not divorce itself from the community. On the other hand it is the responsibility of community to have close coordination with the school.

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**A FEASIBILITY REPORT
OF
THE CLUSTER SCHOOL ACCOMODATION
FOR
FEMALE PRIMARY TEACHERS IN RURAL AREAS
OF PAKISTAN**

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**A FEASIBILITY REPORT OF THE CLUSTER SCHOOL ACCOMODATION
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I. BACKGROUND

1.1 The education system in Pakistan suffers from chronic deficiencies. About 40 percent of the children do not have access to education. This has perpetuated a high rate of illiteracy. Primary education facilities are available to only 60 percent of the children in the age-group of 5-9 years. Primary schools lack physical facilities; about 29,000 primary schools (31 percent) have no buildings and 16,000 (17 percent) schools have only one class-room. The target of one teacher and one room for every class, the minimum essential requirement for quality education, appears difficult to achieve in the next few years. Rural primary schools are beset with a shortage of trained and qualified female teachers and incidence of teacher absenteeism. In rural areas, enrolment of girls is about one-third of that of boys.¹

1.2 Further analysis of primary education, the foundation of the educational edifice, reveals obvious disparities in male and female participation, literacy rate of the two sexes between, number of institutions at all levels but more significant at primary level, in both urban and rural areas. Factors responsible for such a situation are either natural or they are the result of past policies, programmes and plans, since independence.

a) Population :

Out of the total population of 84.25 million (1981 Census) 71.7 percent lives in rural areas and 28.3 percent in urban areas. Rural females constitute 47 percent of the total rural population while it is 34 percent of total population of Pakistan. The urban population has increased from 25.5 percent in 1972 to 28.3 percent in 1981 and consequently rural population has decreased from 74.5% to 71.7% during the same period on account of rural - urban migration. The causes of this migration are : (a) less favourable environment in rural areas, (b) employment opportunities, (c) unfavourable return from crops, (d) education opportunities for children, (e) inability to serve competition with more efficient farmers, (f) insufficient land due to subdivision in high density population and (g) a desire to possess modern living standards and house-hold equipment including electronics.² The obvious results of this phenomenon are the socio-economic problems in both urban and rural areas, specially in the field of education and health. The worst sufferers are the rural areas, being already under-developed.

(b) Literacy³:

(i) Pakistan's literacy percentage is 26.2%.

TABLE - 1

Unit	Both Sexes	Males	Females
Pakistan	26.2	35.05	15.99
Urban	47.12	55.32	37.27
Rural	17.33	26.24	7.33

- ii) There are sharp difference in literacy ratios of male and female population, 35.05 for males and 15.99 for females. Similarly there are sharp disparities in rural and urban literacy. The ratio swings from 55.32% and 37.27% urban males and females to distressingly low 26.24% and 7.33% for males and females respectively. The lowest literacy rate of rural females is indicative of the backwardness of rural areas and consequent shortage of qualified personnel.

(c) **Educational Attainment :**

- i) Out of the total population, having passed the primary, middle, and matric, the share of women was 30.7%, 24.6% and 23.5% respectively. The percentage of rural females having passed the above three stages as calculated by the Academy of Educational Planning and Management, Islamabad was 3, 1 and zero percent.⁴ Non-availability of matric pass girls candidates in the rural areas seems to be the major contributing factor of absence of qualified lady teachers in these areas.
- ii) The low educational attainment of girls in the rural areas speaks of the poor availability of educational facilities at all the three stages. The drop-out rate of over 50 percent for girls is also a great set-back to girls' education. Gender disparity in the availability of food, education and employment and restricted mobility are other constraints. Besides, the general perception of schooling for girls as a luxury, and the greater availability of facilities for boys than for girls, are powerful factors reducing girl's participation in education.⁵ There may be many other complex problems, responsible for poor participation of girls.

d) **Primary Education**

- i) Out of the total of 82.592 primary schools in Pakistan, girls' schools were 31.683 (38%), with an enrolment of 3.187 millions, participation rate of 45.7% and with a staff of 64.4 thousand (32% of the total). Female school teacher ratio is 1:2, much below the norm of 5 teachers per school.

TABLE - 2
Educational Statistics - Pakistan (In 000)⁶

Level	No. of Institutions		Enrolment		No. of Institutions	
	Total	Female	Total	Female	Total	Female
Primary	82.592	31.683 (38%)	9310 (63%)	3187 (45%)	199.7	64.4 (32%)
Middle	9.650	3.391 (35%)	2460 (30%)	732 (19%)	N.A	
High	7.120	2.194 (31%)	785 (17%)	213 (10%)	N.A	

- ii) The number of girls in middle and high schools was 35% and 31%, with a participation rate of 19% and 10% of the age-groups at these levels, which is far from satisfactory.⁷ In Sind province alone out of 620 Union Councils, 389 (63%) have no Girls Middle School, while there is no Girls High School at all in rural areas of Sind. This is because wide gap exists at the base of the system. Out of a total of 32,736 villages with population of 100-499, 17535 (54%) and 3522 villages with population of 500 and above, 2447 (69%) settlements respectively have no primary girls schools.⁸
- iii) In Punjab, N.W.F.P. and Baluchistan, 42%, 78% and 91% regular, well-defined villages have no girls primary or middle school.⁹
- iv) The wide gaps of educational facilities, specially for girls, in rural areas, scattered settlement pattern and distant location of schools, coupled with poor communication system, have made the management and supervision of primary schools difficult, teachers' access, particularly of ladies, to schools is arduous. Teachers' absenteeism and existance of disguised schools are a common phenomenon. Poor participation and high drop-out rate of girls are the natural consequences.

II. IDENTIFICATION OF THE PROBLEM

2.1. The fore-going review of the primary education in demographic and socio-economic context, with particular reference to female education in rural areas of Pakistan, has revealed that non-availability of lady teachers, is one of the major problems. This is purported by the absence of residential facilities which have never been a part of the primary school building programme in Pakistan, specially for ladies, when it is a recognized fact that rural girls primary schools are staffed by ladies from urban areas. Till such time rural areas are developed enough and have girls high schools to produce their own teachers, which under the existing conditions, will take decades, the urban areas will continue to supply qualified teachers to rural areas.

2.2. What incentives are to be provided and what suitable strategy is to be adopted to motivate urban lady teachers to stay and work in rural girls' primary schools?

2.3. There may be many options. One of the solution to solve housing problem of lady teachers, serving in rural areas, and as step to counteract the argument and excuse for not staying in such areas, is cluster School Accomodation.

2.4. This is a new concept in educational planning in Pakistan and seems to have been borrowed from the concept of Cluster School System which has been particularly popular in Latin America. It has been effectively introduced in Burma, India, Nigeria, the Philippines, Papua New Guinea, Thailand and Sri Lanka.

2.5. What is a Cluster Schools?

A Cluster is a grouping of a number of schools for adminstrative and educational purpose. In this model, one school is made a "Core" or "central" institution and is the leader of several "Sattelite" institutions. The head of core school corrdinates the work of the cluster and pays particular attention to sharing of resources and to staff development. The cluster may be composed of entirely of primary schools, entirely of secondary schools, or of both primary and secondary schools.

2.6. A common background of the structures is the large pupil population and high proportion of the population situated in widely dispersed areas. To deliver effective primary education to the great mass of school age children and ascertain that teachers are competent for their jobs, are some of the main objectives of the system.¹⁰

2.7. Cluster School Accommodation :

On the same pattern and analogy, an innovative programme of cluster School Accommodation for Lady Teachers in Rural Areas of Pakistan, is being proposed. The underlying concept of this innovation is that one big girls' primary school, in a sufficiently large settlement, with 3-5 other girls primary schools in surrounding villages, will be a central village school where residential accommodation for at least 5-10 lady teachers is proposed to be provided. The type of accommodation will depend upon the climate of the area. It will be equipped with all amenities of life and the facility will not be inferior to the one available in urban areas, but will be attractive enough to make stay of teachers in such unattractive areas comfortable. It will have cooks, helpers and chowkidars for proper safeguard of teachers. Such facility will serve as a teachers' resource centre for the central and the surrounding schools, in addition to other socio-economic benefits.

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III. PURPOSE OF THE STUDY

3.1. Being enchanted by new foreign and borrowed concepts, we in Pakistan, in great enthusiasm and favour, have embarked on new programmes, without knowing their consequences, the result being failures and waste of scarce resources. In order not to repeat such mistakes, the objective is to demonstrate through a survey whether the Central School Accommodation :

- i) Has a prior support and approval of working lady teachers of rural girls primary schools, who will have to use them;
- ii) That parent and guardians of lady teachers, allow their girls or wives to stay at such central residence, during school working days;
- iii) That village community and school management will provide due protection to lady teachers at such places;
- iv) That location of the central accomodation at a suitable place is determined by the collective decision of all concerned to ensure maximum utilization of the facility; and
- v) If the teachers, community policy makers and school management find it impracticable, the idea can be dropped and alternate practical solution be found.

IV. LIMITATION OF THE STUDY

4.1. This study is limited to examine the feasibility of the central school accomodation concept for lady teachers in the rural areas of Pakistan.

4.2. The study is further limited to examine the degree of success or failure of the new innovation in only two provinces viz Baluchistan and Sind where the settlement pattern is more or less similar and widely scattered, the rural areas are sparsely populated, there is a wide gap between small village and large urban schools, and glaring disparities in living standards in rural and urban areas.

4.3. Another limiting factor of the survey is a peculiar situation in which only such schools have been included in the study where lady teachers are not local.

V. METHODOLOGY OF THE STUDY DEVELOPMENT OF A QUESTIONNAIRE AND INTERVIEW SCHEDULE

5.1 A questionnaire (Appendix I) covering a number of aspects viz state of rural girls primary education, the environment in which lady teachers are imparting instructions, management of girls schools in rural areas, professional advice regarding suitability and identification of locations for central school accomodation, was developed. The questionnaire contained 26 variables and composed of the following three main components:

Part-A The questions were devised to collect data about the locations of girls primary schools, population, number of lady teachers, status of lady teachers, whether married or single, their permanent residence, amenities of life available in the village where lady teachers were working.

Part-B Under this part, data was collected about teachers, whether local or non-resident, mode of travel to reach schools and daily expenses on transport, housing facilities available in the village, opinion about success of cluster school accomodation as a solution to solve housing problem and conditions for utilization of the facility if provided.

Part-C This part aimed to elicit opinion of the senior administrators and the field officers, regarding problem of staffing girls schools in the rural areas, chances of success or failure of the proposed facility and their suggestions for effective utilization of the facility, identification of central places in the cluster of schools for construction of residences for lady teachers, in case the Field Officers, responsible for implementation of education policies favour the concept and how they would resist political and public pressure for transfer of lady teachers, from rural areas, once the facility was provided and to ensure their optimum utilization for at least a decade.

VI. SAMPLE

6.1. Cluster school Accomodation is a new concept. No such facility exists on ground in rural areas. Strict observance of sampling procedure, survey of significant number of girls primary schools and interview of lady teachers were, therefore, not found necessary as empirical results would, in either case, be unbiased.

6.2. The sample consisted of 19 lady primary teachers, serving in rural areas. District-wise breakup of lady officers managing the girls primary schools at the District/Division and the Sub-Divisional level and teachers is shown in Appendix-II.

6.3. The author personally interviewed the Director of Education, (School) Deputy director (P&D), Baluchistan and Divisional Education Officer (Girls), Quetta, the Additional Directoress (Women), Directorate of School Education, Sukkur region, Sind Province, 6 District Education Officers (Girls) of Sukkur Division and 5 sub-divisional Education Officers (Girls) of 2 Districts of Sukkur Region, to have their objective views on possibility of introducing the proposed facility. Part 'C' of the Questionnaire was filled by them, after full briefing.

VII. ANALYSIS AND INTERPRETATION OF DATA PART 'A'

7.1. Location and Population of Villages :

- (i) The Information to this part of the Questionnaire was supplied by the heads of the Schools.
- (ii) 19 Girls Primary Schools of 19 villages, located in 13 talukas of 6 districts of sukkur and Larkana divisions of Upper Sind, were surveyed. These were the villages where lady teachers coming from near-by towns and cities were working.
- (iii) The population of these settlements varied between 900 and 4,000, with school-going girls population of 5-9 age-group between 150 and 600. The

literacy rate of females ranged between 2% to 10%. Some of the villages were sufficiently large.

7.2 School size :

The number of class-rooms and grades/classes in these schools, are shown in Table-3.

TABLE - 3

No.of Schools	No.of Classroom	No.of Classes/Grades
3	1 each	4-5
14	2 eah	2-5
1	3	5
1	8	5

3 schools had one room each, with classes from 1-4/5: 14 were 2 roomed schools, with minimum of 2 grades and maximum of 5: 2 schools had 3 and 8 rooms, with all the five grades (I-V). Thus majority of the institutions (74%) were running in small buildings with two rooms only.

7.3 Teaching Staff :

3.1. The school-wise staff position of teachers, working in 19 schools, alongwith their sanctioned strength, is shown in the following table :

TABLE - 4

No.of Schools	No.of Teachers Working in Each	Total No.of Actual Teacher Working	Sanctioned Strength	School Teacher Ratio
1	2	3	4	5
8	1	8	16	1:1
7	2	14	20	1;2
2	3	6	6	1:3
2	6	12	22	1:6
19	-	40	64	1:2

3.2 40 teachers were working against the sanctioned strength of 64 teachers, showing a shortage of 24 teachers who had either not been posted or if appointed, had been detailed to work else-where, mostly in urban areas, as was the common practice.

3.3. 8 Schools had only 1 treacher each, when there were more than 3 grades in each. 2 teachers per schools were on the staff of 7 schools, 3 teachers each in 2 schools and 12 teachers for 13 sections of 2 schools, when excepting one, all the schools had classes from I-V. Each teachers had more than 2 grades to teach.

3.4. The average school teacher ratio was 1:2 which was at par with the national average but was not sufficient to impart quality education when compelled by circumstances, they were supposed to teach more than one class and too many subjects. The data, however, established the fact that shortage of lady teachers in these schools was evident. Another conclusion could be

that lady teachers seemed to be unwilling to serve in rural areas, when press and public complained of large number of educated unemployed youth in the urban areas. It was a very strange phenomenon

7.4 Marital status and Domicile of Lady Teachers :

4.1. Out of 40 lady teachers, 14 were married and 26 unmarried. All of the them had permanent residence and families in towns and cities.

4.2. Parents or guardians of 7 teachers were in government services, 6 had some type of business in the towns, parents of 9 belonged to labour class, while 18 of the parents were old, retired hands, with no job. Thus parents of 18 teachers were dependent on their daughters and 22 lady teachers were economic asset to their families.

4.3. To earn their livelihood, these teachers travel 10-50 kms. daily by bus, to reach their places of duty in village schools, 3 big villages were connected with cities by train, but because of unsuitable timings, rail journey was not availed of.

7.5 Facilities Available :

(a) Mosque or Nai-Roshni Schools:

There was no mosque school in any of the 19 villages. 2 villages had Nai roshni School, with a staff of 2 and enrolment of 21 pupils.

(b) Industrial Home/Community Centre:

Industrial Home functioned in 2 villages, with no Community Centre in any of the villages.

(c) Health Facility :

3 villages had BHUs, 5 had dispensaries and no government health facility existed in rest of the 11 villages. Unani Hakims, in their traditional manner, were practicing in almost all the villages. No flush and sewerage system existed in any of the villages.

(d) Drinking Water :

All the villages had both handpumps and wells to provide sweet potable water, while residents of one village also used canal water.

(e) Electricity :

12 villages were electrified while 7 had no electricity.

(f) Play-ground/Place of Recreation :

(f.i) only 5 villages had small playgrounds for children, within the premises of girls schools and the rest had no playground as such. Although sufficient land is available in every village but restricted and limited female mobility in Muslim society, does not allow girls sufficient freedom to use open places as playgrounds. Places of recreation, such as childrens' parks, cinemas, zoos etc, as found in towns and cities, were a rare phenomenon in rural Pakistan.

(f.ii) In brief, majority of these villages were devoid of many of the basic amenities of life. In other words, urban dwellers would find life in villages hard and unpleasant.

PART 'B'

8. Lady Teachers' Responses :

(i) The questions in this part dealt with collection of data regarding the domicile of 19 teachers interviewed and to have their views regarding the feasibility of the Central School Accommodation Scheme. Their candid views have great weight as the facility is to be used by them and their colleagues. Decision of higher authorities is not to be thrust on them, if it is not the felt need of the teachers working in the field.

(a) Domicile/Permanent of Working Teachers

All the 19 interviewees responded that they belonged to urban areas.

(b) Mode of Transport and Experience.

(i) 16 teachers used buses and 3 used both bus and tonga to reach their places of duty in the villages. Minimum and maximum one way distance varied between 10 and 50 kms and journey time between 30 minutes to 2-30 minutes.

(ii) Daily transport expenses of 12 teachers ranged between Rs 5-10, Rs 11-15 in case of 4 and Rs 22-35 were spent by 4. Average monthly expenses varied between Rs 130- Rs 910 for 26 working days in a month. Last figure appeared to be exaggerated.

(iii) It can, therefore, be concluded that urban lady teachers, working in these rural schools, preferred to sacrifice any amount of time and money to living at the places of their duty, which in fact was the main source of their bread and butter.

(c) Reason for not Living in Rural Areas

Following reasons were given, when asked why they were reluctant to stay in villages and leave for their homes at the week end. They would thus save time and money, be protected from heat and cold, road hazards and anti-social elements. Houses on cheaper rent could also be obtained.

(a) Suitable houses on rent, furnished with some basic facilities such as electricity, gas, piped water and sewerage etc. were not available.

(b) Had permanent residences in towns and cities where they lived with their families or parents who disliked to living in villages. Parents and families were barriers.

(c) Difficult to maintain two houses - an uneconomical option.

(d) No security in rural areas.

(e) Cultural traditions, purdah, tribal and family restrictions, limit free mobility of ladies, specially of unmarried girls, among the strangers.

(f) Service or business in towns and cities were yet other barriers which prevented lady teachers to stay alone in villages. Some lady teachers could not leave their old parents alone.

(g) Educational facilities beyond primary level were absent in rural areas, Education of children or dependent brothers and sisters, enrolled in secondary schools and colleges could hardly be sacrificed by anyone.

2. The above replies testified the fact that lady teachers, belonging to urban areas and living there since decades, were found unwilling to settle or live in rural areas, unless facilities, as enjoyed in towns, were made available in rural areas, or some special incentive be provided.

(d) Cluster School Accomodation as Incentive

1. To provide family atmosphere and security by living together within four walls of well protected residence, equipped with basic necessities of life, teachers were tempted to express their reactions to the idea of Central School Accomodation and benefits accruing from it for their own good and to ensure increased participation of girls in rural areas.
2. 15 teachers out of 19 rejected the proposal while 4 favoured the concept, although the latter, having their permanent residence in towns (in reply to Q.3 and 4) had shown their reluctance to live in rural areas, for the reasons discussed earlier.
3. As many as 17 teachers (89%) responded that they would not forego house rent allowance, where permissible and were unwilling to pay even nominal rent for use of official accomodation, Only 2 teachers replied in affirmative.

(e) Role of Central School Accomodation in Solving Teachers' Problem in Surrounding Schools.

Presuming that central accomodation would solve the staff problem of the central schools and that of the girls, schools in the catchment area, the hardship of teachers to reach the surrounding schools from the place would continue to persist as no buses ply between small villages in the interior of rural areas. A majority of 84% teachers could offer no solution, while 2 suggested that tonga could be used and one recommended bus.

(f) Measures to Ensure Optimum Utilization of C.S.A. for maximum period, if provided.

i) The author had fears that emotional decision regarding provision of C.S.A. with investment of millions of rupees, might meet the same fate as that of quarters, constructed for lady teachers in the rural girls primary schools, under the First Primary Education Project between 1979-80 and 1984-85.

ii) The quarters had been converted into class-rooms of the primary or middle schools. This was specially true in case of 50 residences, constructed in 50 rural girls' primary schools in 4 districts - Sanghar, Tharparkar, Sukkur and Khairpur (in 20 talukes) of Sind province. No lady teacher was found staying in any of these residences.

iii) Against this background, the interviewees were specifically asked to give their honest opinion which would convince the policy makers and the planners that lady teacher would atleast stay for 1-2 years at the proposed residence and that C.S.A. would be in continuous use as long as the life of the building permitted.

iv) 13 out of 19 teachers (68%) gave no assurance for stay at the said place. 4 teachers only expressed willingness but gave no guarantee, one was prepared to give undertaking for stay for 1-2 years, while 1, believing in political influence, would not enter into any agreement.

v) To the final question whether, in their opinion, C.S.A. would solve the problem of shortage of teachers in the rural areas, only 5 teachers expressed that the scheme would be helpful, while 14 did not favour the proposal.

PART 'C'

9. Responses of Director, District and Sub-Divisional Education Officers (Girls).

i) The respondents to this part of the questionnaire were the senior administrators, working at the provincial, regional, divisional, district and sub-divisional levels of Education Department in the provinces of Baluchistan and Sind. The break-up is shown in Appendix-II.

ii) Within their sphere of work, they are responsible for planning, implementation, monitoring, evaluation, administration and management of school education at the macro and micro levels. Local problems are better known to lady officers who are dealing with girls education at primary and secondary levels. Their suggestions to identify suitable location for provision of central accommodation, based on real need of the area, would be helpful and weighty.

(a) Shortage of Lady Teachers - Reasons for.

All the 13 lady officers confirmed and supported the conclusion arrived at in part 'B' of the Questionnaire that non-availability of local teachers was the major cause of shortage of lady teachers in the rural areas. Closure of schools in these areas was also the consequence of this phenomenon. The Director and Deputy Director (Planning) of school Education, Baluchistan and Additional Directress (Women), Directorate of School Education, Sukkur Region, Sind supported this view. The problem was solved by recruiting staff from urban areas. 3 District Education Officers stated that due to non-availability of teachers from urban areas, schools in certain areas were closed. In Baluchistan 92 girls schools in 10 districts remained closed (and 100 boys schools in 5 districts of Baluchistan for the same reasons:) In Sind province, during 1986, nearly 1900 boys and girls schools in rural areas could not be made functional due to non-availability of staff. (Uptodate for 1988 was not available).

(b) Efforts to make Lady Teachers Stay and Work in Rural Schools.

The District Education Officers (Girls) complained that lady teachers from urban areas did not stay longer (one academic year) in rural girls schools. Frequent transfers as a result of public and political pressure had made it difficult to run and manage girls primary schools. Working on detailment in urban areas, if failed to get transferred was also not uncommon. Shortage of staff or closure of schools was the result. All the 7 District Education Officers (Girls) found themselves helpless to withstand such pressure.

(c) Opinion about Provision of C.S.A.

10 out of 13 lady Officers (77%) did not agree that the proposed facility would solve the problem of shortage or non-availability of lady teachers in the rural areas. In reply to the same question, 89% lady teachers in the existing girls schools, had expressed the same opinion.

(d) House Rent Allowance

If lady teachers could fore-go House Rent Allowance (HRA) where permissible and pay nominal rent for use of residential facility, all the lady officers unanimously, opposed the idea of discontinuance of HRA where being paid and favoured rent free accommodation, to serve as an incentive.

(e) Measures to ensure Maximum Stay and full Utilization of C.S.A.

5 lady officers suggested to get bond for compulsory service and stay for 2-3 years at the C.S.A. in rural areas and that services be terminated, if terms of agreement were violated. At

expiry of the tenure, if teachers wanted transfer, their substitutes be appointed on the same terms and conditons. Such an arrangement would ensure maximum utilization of the proposed facility and stay of techers.

2 District Education Officer (Girls) observed that majority of the teachers were hardly found serving in rural areas even for a year. Frequent transfers were a common feature. They, therefore, suggested that under such circumstances unqualified local teachers be appointed by relaxing age and qualifications. Such relaxation was allowed in the past which enabled them to run girls successfully in areas where availability of qualified teachers was a problem. Construction of C.S.A. thus, would not be necessary in many areas.

One lady officer had no proposal to offer. 5 District Education Officers (Girls), among those who opposed the idea of C.S.A. suggested provision of transport facility instead, to take teachers from towns to rural areas and bring them after school hours. Of course, teachers serving in schools on or near the road side, could only avail of this facility. Security to teachers, and saving of time, were the main characteristics of this proposal. This experiment was successfully implemented in Baluchistan and had solved the staff problem in number of girls primary schools, within a radius of 20 Kms., around 9 towns, including Quetta. P.O.L. was government responsibility.

Thus the Central School Accomodation sheme in Baluchistan in the considered opinion of the Director of Education (School), Deputy Director (Planning) and Divisional Education Officer (Girls), Quetta, on account of social, cultural, and family restrictions, was not supported. Therefore, the question of ensuring stay and use of C.S.A. in rural areas of Baluchistan was irrelevant.

In reply to question 8, 10 lady officers proposed that transport be provided to enable teachers, living at C.S.A. to reach the surrounding schools while 2 saw no problem, if these schools were linked by pucca roads. One teacher offered no solution.

(f) Identification of Central Village for Provision of C.S.A.

11 District and Sub-Divisional Education Officers suggested no location as they did not favour the new scheme. This therefore, implied that majority of the administratiave staff, in this sample, seemed to agree with the view points of lady teachers, working in the field. One District Education Officer from Sind identified two villages for provision of the proposed facility but had no names of catchment schools to recommend. Another lady mentioned that after approval of the scheme, she would suggest locations, in consultation with the Chairman of the Union Council and Heads of villages, forgetting that the idea was to seek her professional advice in identifying suitable locations.

VIII. CONCLUSIONS :

The findings of the above survey leads to the following conclusions :

- (i) Central School accomodation sheme has not been approved by the majority of lady teachers, the Sub-Divisional, District and the Regional/Provincial Heads, concerned with primary education, specially girls education rural areas.
- (ii) The Central School Accomodation has more or less been equated with lady teachers' residences, constructed under the First Primary Education Project, which proved failure as it was not based on the felt need of teachers. The data tends to support the view that C.S.A. would meet the same fate and therefore, such mistake should not be repeated.

- (iii) Some senior administrators from Baluchistan and Sind are optimistic about the success of the scheme at a few selected places, provided basic amenities of life, such as potable water, electricity, health care, high school education, for secondary school-going age children of teachers, free lodging, security by appointing day and night chowkidars, are provided.
- (iv) C.S.A. would not solve the problem of teachers, working in the small village schools, around the central village.
- (v) The most adviseable and economical step, with fair chance of success, was to provide transport facility, instead of trying the new experiment with unpredicted consequences.

IX. RECOMMENDATIONS

9.1 In making recommendations, based on the findings of this survey, the evaluation made in the Draft Comprehensive Report, Primary Education Project, Government of Pakistan, Islamabad, might be very relevant and helpful. Among many inputs, construction of residences for female teachers aimed to over some constraints, such as shortages of teachers, teachers' absenteeism and low quality of instruction by the teacher.

9.2 Accordingly, 334 Teachers' residences were provided in the four provinces of Pakistan (50 in Sind) under the First Primary Education Project. The 1983 Report, while evaluating the results of various inputs, particularly with regard to Teachers' Residences says:

"All the evidence suggests that teachers residences were unable to do what they were designed to do. The original intention to attract lady teachers to rural areas had clearly not taken account of certain cultural constraints with the results that there was considerable under, or alternative utilization. In one interview session in NWFP, the seven Learning Coordinators responded invariably with "none" when asked how many teachers were living in the Teachers' Residences in their areas. This response moreover was general across all provinces where the Teachers Residences had been provided.

9.3 This was the situation five years back. This is still true was evidenced by the present study, which has revealed that all the 50 residences in Sind provinces are not occupied. The attitude of teachers and parents of lady teachers have not since changed.

9.4 The cluster school accomodation, although appeared to be an innovation and a new concept to attract lady teachers to rural areas, has also been rejected by the majority of lady teachers as well as by District Education Officers and the Director of School Education.

9.5 Another point worth consideration in this regard is the parallel problem of shortage of Doctors, specially of Lady Doctors in the rural areas. When well paid and better qualified staff working in BPS-17 provided with better facilities and posted in much bigger settlements, linked with towns and cities by metalled roads and having transport facilities, are reluctant to work in rural areas, there is no logic in the proposal that low paid lady primary teachers, mostly unmarried and permanently settled in towns and cities, would be lured to stay at the C.S.A. in the rural areas.

9.6. In view of these facts, a few recommendations are made as under:

- (i) Ways and means be explored to use Teachers, Residences constructed under the Primary education Project rather than to launch a new programme.

- (ii) Government transport be provided to take teachers from towns and cities to rural schools and bring them back. As compared to C.S.A. this arrangement would be more economical.
- (iii) Smaller towns where primary schools have been upgraded to middle and middle schools to high schools, shortage of JSTs and HSTs is also as acute as that in the rural primary schools. In case transport is provided, the High or Junior School Teachers, belonging to cities, who at present, are unwilling to serve in these schools and for the same reasons as those of lady primary teachers are not prepared to stay in such towns, the transport, if provided, will also help in solving the shortage of teachers in such institutions. The teacher may, however, pay bus fare from their pockets.
- (iv) Under Prime Minister's Five Point Programme, farm to market roads have been constructed in many rural areas throughout the country. Many villages are now accessible by some form of public transport as Suzuki Vans, Pick-ups and House-carts. The possibility of use of such facility be explored and used to the optimum. The District and Sub-Divisional Education Officers can play a leading role with the help of the owners of such transporters.
- (v) C.S.A. may be initiated in some selected places but not below the Tehsil head-quarters, which is presumed to be fully utilized by High, Middle and Primary School Teachers Jointly, provided minimum basic facilities are provided. A Minibus, Van may be provided here for taking lady primary teachers to surrounding rural schools. This proposition, however, seems to be expensive. But the parents and teachers may find this central place more secure and safe.
- (vi) House Rent Allowance at the same rate as permissible in urban areas may be allowed to teachers working Teachers' Residences, constructed under the first Primary Education Project on one hand, attract more teachers, both female and male to work in rural areas and save money to be invested on construction of C.S.A.
- (vii) Mass of educated unemployed youth is available in urban areas. Appointment of 2-3 teachers in 2-roomed rural schools and 5 teachers for 5 classes, would mean requirement of a large body of teachers. The manpower available in urban areas can be appointed to meet the existing shortage of teachers and additional requirements, on the condition that they will serve in rural areas for atleast five years. Those interested should be given preference. This might help in achievement of targets as envisaged in the Seventh Five Year Plan and might as well need or not C.S.A. or transport. However, the actual demand can be examined in either case.
- (viii) A separate study would be required to examine the actual demand of C.S.A. or vehicles. Finances would be no problem as committed in the 7th Plan. Hence, no recommendations are being made for allocation of funds required till final decision is arrived at by the experts with regard to the feasibility of the new idea.

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**QUESTIONNAIRE
ON
CLUSTER SCHOOL ACCOMODATION FOR FEMALE
PRIMARY TEACHERS IN RURAL AREAS OF PAKISTAN**

((To be filed in by the interviewer))

PART - "A"

1. Name of the village Girls Primary School :
Taluka _____ District _____
2. No. of Classes : _____ No. of Class Room _____
3. Population of the village (All ages) (a) Total _____
(b) 5-9 Years Age Group (Girls) _____
4. Literacy rate of village female population _____
5. (a) No. of lady teachers working in the school
(b) Sanctioned strength of teachers of the school
(c) No. of married lady teachers
(With permanent residence)
(d) No. of un-married lady teachers
(With permanent residence)
(e) Occupation of parents/husband
(and place of business)
6. (a) Is the village connected with the nearby town/city by
(Tick the correct one) by bus/rail :
(b) How far is it away from the nearby town/city
(c) Is the regular bus/train service available
If yes at what intervals
Yes/No.
Kms
Yes/No.
7. Are the following facilities/services available
(Tick the one available):
(a) Mosque school/Nai Roshni School Enrolment Teachers
(Girls) (Girls) (No.)
(b) Industrial Home/Community Centre
(c) BHU/Dispensary/Dawakhana (Traditional Hakim)
(d) Potable Drinking Water (Public Health Engg.)/Well/
Community Hand Pump/Canal/River water at.....
distance from the village
(e) Electricity
(f) Drainage/Open or covered drains
(g) Play-ground/Any place for recreation (which one)

PART - "B"

(FOR THE LADY PRIMARY TEACHERS/HEADMISTRESS)

1. Do you belong to this village? Yes/No
2. (a) If not, how do you come to school daily and return home? (Indicate distance of daily travel, one-way Bus/Rail
.....Kms
(b) What are your daily expenses on transport ?
3. Why don't you stay in the village and leave for home at the week-end ? Rs.....
4. Can't you get a rented house in the village and stay alongwith family and thus save money and time (daily out & back journey and avoid other hazards). Yes/No.
Reason.....
5. Since you are an economic asset to your parents/family and can't get a job in the town/ city, would youlike to stay in some hostel where 4-5 or more teacher of your and those of surrounding schools will also reside? (Idea of cluster School Accomodation to be introduced here, alongwith its advantage - security, better education and more participation of girls etc.) YES/NO
Reason
6. If yes, will the lady teachers fore-go HRA and pay a nominal rent for the facilities provided? No
7. If yes, how will the lady teachers of other surrounding schools reach their schools and come back from the central village hostel?
8. How will the parents/Govt. be sure that you will stay at the C.S.A. and will not get yourself transferred atleast for 1-2 years.
9. Do you think that cluster school accomodation experiment will be a success to solve shortage of teacher problem in rural areas?

CLUSTER SCHOOL ACCOMODATION-QUESTIONNAIRE**PART - "C"**

**For Sub-Divisional Education Officers/
D.E.O. (Girls) District**

1. Why some or many girls primary schools have shortage of lady teachers or have been closed for want of teachers?
2. How do you make such schools function teachers stay and work for 1-2 years at-least in rural girls primary schools?
3. What efforts do you make to make lady teachers stay and work for 1-2 years atleast in rural girls primary school?
4. What is your opinion about construction of a hostel (Central School Accomodation) for lady teachers at some central and big village in the rural areas?
5. Do you think that such an arrangement will meet a fair chance of success to solve shortage of lady teachers in rural areas and both married and unmarried teachers will stay there?
6. Do you think that lady teachers will be prepared to fore-go HRA and pay some nominal rent, if such accomodation, with heavy investment, is provided?
7. If answer to above is 'No', what measures would you suggest to ensure maximum stay of teachers and make full utilization of the facility atleast for coming 10-15 years?
8. How would teachers of schools surrounding the Central Village reach their schools daily and do not face the problem which teachers of the Central village faced?
9. How will you resist political/public pressure for frequent transfer of lady teachers from towns/cities, posted in village girls schools in order to ensure proper use of central school accomodation?

SUMMARY OF PERSONNEL INTERVIEWED BY PROVINCE & DISTRICT

Sr. No.	Province	District	Director	Addl: Director (Women)/ Dy.Dir:	Div. Off: (Girls)	Edu: DEO (Girls)	S.D.E.O (Girls)	Lady Prrimary Teachers	Remarks
1	2	3	4	5	6	7	8		
1.	Sind	1. Sukkur	-	1	3		7		
		2. Khairpur	-	- 1	-		2		
		3. Nawabshah	-	- 1	-		2		
		4. Shikarpur	-	- 1	2		5		
		5. Larkana	-	- 1	-		1		
		6. Jacobabad	-	- 1	-		2		
2.	Baluch:	Quetta	1	1	1		-	-	
Total			1	2	7	5		19	

**SUMMARY OF VARIABLES
OF
PART 'A' OF THE QUESTIONNAIRE ON
CLUSTER SCHOOL ACCOMODATION FOR FEMALE
PRIMARY TEACHERS IN RURAL AREAS OF PAKISTAN**

1.	NO. of Districts.			6	
2.	No. of Tehsils			13	
3.	No. of Village Surveyed			19	
4.	Minimum-Maximum Population	(a)	All ages- 900-4000		
		(b)	5-9 age - 150-600 group - Girls.		
5.	Literacy Ratio of Female Population - Min: - Max:		2% - 10%		
6.	No. of Classrooms and Grades in the Schools.	(i)	C lass-rooms	Min: 1	Max: 8
		(ii)	Grades	2	5
7.	NO. of Teachers working in the schools	(a)	Actual	40	
		(b)	Sactioned Strength.	64	
8.	Marital Status of Teachers	(i)	Married	14	
		(ii)	Unmarried	26	
9.	Permanent residence of teachers working in the schools.	(i)	Local	Nil	
		(ii)	Towns/City	40	
		(iii)	Occupation of s parent and Place of work.		
		(a)	Business	6	
		(b)	Labour	9	
		(c)	Retired	18	
		(d)	Service	7	
10.	Communication system to village school connecting village to Town/City.	(i)	Bus	40	
		(ii)	Train	3	

11. Average distance of the
Village School from the Town.

	Minimum 10Mm	Maximum 10Mm
12. Facilities available :	Yes	No
(i) Mosque School	-	Nil
(ii) Nai Roshni School	2	2 Teachers - 21 Students
(iii) Industrial Home/ Community Centre.	2 Indus	
(iv) Health : BHU	3	
Dispensary	5	
Traditional	11	
(v) Drinking Water:		
Piped -		
HandPump	All Villages	
Well	All Villages	
Canal Water	1	
(vi) Electricity	12	
(vii) Drainage System :	19	
Open		
Covered	-	
(viii) Play-ground/Place of Recreation.	5	

**SUMMARY OF VARIABLE
OF
PART 'B' OF THE QUESTIONNAIRE
(Responses of Lady Teachers)**

Question/Variable		Response	
1.	Do you belong to this Village ?	Yes	Nil
		No.	19
2.	(a) If not, how do you come to school daily and return home? (Indicate distance of daily travel, one way).	i) Bus	16
		ii) Rail	Nil
		iii) Bus + Tonga	3
		iv) Min:- Max: 10-15 Kms.	
	(b) Daily expenses on transport	12	Rs.5-10
		4	Rs.11-15
		3	Rs.22-35
3.	Why don't you stay in the village and leave for the home at week-end?	i) No suitable residence, no security, difficulty to maintain two houses, no respect/insecurity.	11
		ii) Parents do not allow, insecurity, Tribal restriction.	3
		iii) No unmarried girls would like to stay alone due to public criticism and sense of insecurity.	5
4.	Can you not get a rented house in the village and stay alongwith family and thus save money and time on daily out and back journey and avoid other hazards?	i) Rented house not available, permanent residence in town, family settled in towns, family safety, business/service of parents in town, no other member to look after family.	14
		ii) No educational facility beyond primary available in the village for children or brothers/sisters.	5

5.	Whether willing to stay at a Central School Accomodation alongwith other lady teachers.	Yes	2
		No	17
6.	Can fore-go HRA & Pay nominal rent, if C.S.A. is availed of.	Yes	2
		No	17
7.	How teachers from C.S.A. will reach the surrounding shools and come back to the central place.	i) By Tonga	3
		ii) By Bus	1
		iii) No answer	15
8.	How will the parents (Village people)/Government besure about stay at the C.S.A. and request no transfer at least for 1-2 years.	i) Agreement	1
		ii) Will use influence no guarantee	1
		iii) No Answer	13
		iv) Will stay	4
9.	Whether C.S.A. will solve shortage of teachers in rural areas.	i) Yes	5
		ii) No.	14

SUMMARY
OF VARIABLES
OF
PART 'C' OF THE QUESTIONNAIRE
(Responses of D.E.Os., S.D.E.Os/A.D. (W)
(No. of Respondents - 13)

<u>Question</u>		<u>Response</u>	
1.	Why some or many girls primary Schools in rural areas have shortage of lady teachers or have been closed for want of teachers?	Non-availability of local teachers	
2.	How do you make such schools function with full strength ?	i) Employing staff from urban areas.	10
		ii) No solution - schools closed.	3
3.	What efforts do you make to make lady teachers stay and work for 1-2 years atleast in rural girls' primary schools?	i) No suitable reply	12
		ii) By getting cooperation of the respectable persons of the village or head of the village.	1
4.	Opinion about construction of Central School Accommodation/ Central Hostel for lady teachers	i) Will fail like the residences provided under the First Education Primary Project.	10
		ii) May succeed	3
5.	Opinion about success or failure of the proposed C.S.A., if provided and will be fully utilized by married & unmarried teachers.	i) No.	10
		ii) Yes	2
		iii) Confused reply	1
6.	If teachers can fore-go H.R.A. and pay some nominal rent.	i) Yes	Nil
		ii) No.	13

- | | | |
|--|--|---|
| 7. Measures to ensure maximum stay of teachers and full utilization of facility atleast for 10-15 years. | i) To get bond for compulsory service for 2-3 years. | 5 |
| | ii) Age & Qualification be relaxed to appoint non-qualified local staff. | 2 |
| | iii) No suitbale reply. | 1 |
| | iv) Conveyance | 5 |
| 8. How teachers of surrounding schools reach their schools from the central place. | i) Transport be provided | 1 |
| | ii) No problem if such schools linked by pucca roads. | |
| | iii) No solution | |
| 9. How to resist political/ public pressure for frequent transfer of teachers to ensure proper use of Central School Accomodation. | i) No interference of political people and pressure from top i.e. D.E.O./S.D.E.Os. be not compelled. | |
| | ii) Helpless on solution in the existing political system in the country. | |
| 10. Identification of central village for provision of Central School Accomodation and catchment village schools. | i) Oppose the idea, hence no names suggested. | |
| | ii) Names suggested | |
| | iii) Locations will be decided in consultation with the Chairman/Head of the village. | |

FEMALE RURAL TEACHER

BY

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FEMALE RURAL TEACHER

MRS. HUMA NAUMAN
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INTRODUCTION

Background :

"Education is not a luxury. It has a direct bearing on the socio-economic life of a nation. It is a gateway to progress and development. Education has still not found a prominent place in Pakistan's national priorities. The primary school participation rate is as low as 48%, the literacy rate of males in urban areas is 47% and female literacy rate in urban areas is 16%. Closer scrutiny reveals that only 7.3% rural females are literate nationally, while in Baluchistan this figure is 1.8%¹

These problems may be partially due to the low financial investment in education. Pakistan has been spending less than 2.0% of its G.N.P. on education as compared to 2.4% in Nepal, and the Philippines, 2.6% in India, 4% in Thailand and 6.7% in Malaysia. As a percentage of the budget, the educational expenditure is 6% in Pakistan, against 9% in Nepal, 11.2% in India, 15% in Philippines, 20% in Thailand, 20% in Bangladesh and 26% in Malaysia. Furthermore Pakistan has consistently ranked last in expenditure on female education in the region.²

Availability of teachers in primary and Secondary schools is a problem. There are 87 training institutions for primary teachers in the country. These institutions are producing about 26,100 graduates per year. For female teachers the deficiency of available teachers is expected to go up from 4000 in 1987-88 to 9000 in 1992-93, (See Anex-II).

Most of the rural teachers at present, do not belong to the locality they work in. A large number of trained, unemployed teachers indicates that for several reasons female teachers in particular, are reluctant to join distant village schools. The distance from home is not the only barrier. Their concern for safety, security and increased cost of living due to maintenance of a separate-household other than their own locality.

The system must take available more local female rural teachers if female education is to take its due place in the system. But this needs not only the willingness of the planners to change the structure and emphasis within educational management, but to undertake a serious redistribution of wealth, as well. According to one study 50% of the rural poor are below the poverty line (of Rs.900 per capita).³ Greater prosperity must include making education available to all social groups and classes.

The writer's contention is that the problem of the availability of the female rural teacher finds its origin not in the personnel administration system of the ministry and departments of education alone, but in the much broader economic, social and cultural conditions of the Pakistani society particularly in the rural setting.

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1. UNESCO, Country Report on Education 1986.
 2. Shah Rukh Rafi Khan "Priorities and Efficiency of Pakistans Public Sector Educational Expenditure" in Ijaz Nabi: Quality of life in Pakistan.
 3. Aly Alp Excelawn "Poverty in Rural Pakistan" in Ijaz Nabi: ed: The Quality of life in Pakistan p.127.

The magnitude of the problem far exceeds its apparent limits. We are dealing with a host of basic issues. Some of those worth mentioning here are:

- The status of a woman in a male dominated society.
- The status of the rural economy encumbered by maldistribution of wealth and existence of more than 50% of the rural population below poverty line.
- An educational System where government policy has shown a bias for quick numerical output rather than for basic socio-logical changes and the list could go on.

It is a grave issue. There is no neat single solution. If women are to be educated then men must be educated. Both must learn to coordinate their efforts harness available resources. Greater prosperity means not only an increase in per capita income but serious redistribution of wealth as well.

The question arises, where-does the female rural teacher come in. It has been felt for sometime by the educationists in Pakistan that primary education can be effectively imparted by female teachers. The number of female rural teachers must be increased and as 70% of the population lives in the rural areas, therefore we must make more female rural teachers available.

The idea is a noble one. The situation does not match this grand idea. Whereas education of women is less popular on the national scale, education of the rural female is yet more unpopular. How do we then generate or make available a whole class of rural female teachers.

Some areas which the researcher has found worthy of investigation may yield possible clues to this question.

To begin with we could ask what is the status of a woman in Pakistan. What are the constraints of the rural population vis-a-vis the expansion of female education and employment? What is the attitude of various rural socio-economic groups towards this problem? Lastly we could look into the formal education system itself and see the nature of its female population particularly the teachers, their status and contributions.

Through this discussion the author would like to establish that the root cause of this issue lies in the problem of economic and sexual disparities. It is a problem not of the educational system alone to handle. It is of immediate, direct or indirect concern of all those agencies, governmental and non-governmental as well, who are involved in or are expected to be involved in the socio-economic uplift of the country.

Since this is a seminar where some policy recommendations are expected, attempt will be made to offer suggestions and proposals at each dimension of the issue is identified.

SOCIO-ECONOMIC DEVELOPMENT AND THE STATUS OF WOMEN

Approximately eight out of ten women in Pakistan are illiterate. A map of illiteracy in the country would cover much the same geographical areas as a map of poverty, disease, malnutrition, infant mortality and other symptoms of under-development and inequality.¹

Sabeeha Hafiz qualifies this observation in a study conducted in Rural Sindh. Her findings are that incidence and prevalence of primary education amongst girls varies with the socio-economic development of the districts. Percentage of girls in age group 5-9 years enrolled in primary schools is lower (2.4%) in the relatively poor districts such as Thatta than it is in better off districts such as Tharparker (10.0%).

A powerful association between literacy and level of development which has been observed in other studies is also highlighted by Pasha and Hassan.²

CORRELATION BETWEEN INDIVIDUAL, GROUP AND COMPOSITE (WEIGHTED FACTOR SCORE) INDICATORS.

Individual Indicator	Correlation With WFS	Group Indication	Correlation
LITERATE	0.883	EDUCATION	0.808
PRIMARY	0.572	HOUSING	0.991
SECONDARY	0.626	HEALTH	0.807
COLLEGE	0.702	SEXUAL EQUALITY	0.873
SEXLIT	0.876	TRANSPORT AND COMMUNICATION	0.855
SEXENRL	0.763		
PUCCA	0.828		
WATHSE	0.933		
ELEHSE	0.883		
DOCTOR	0.882		

1 Azra Ikram "Promotion of Adult Education among women and role of non-governmental organizations

2 Hafiz A Pasha and Tariq Hassan, "Development Ranking of Districts of Pakistan."

LITERATE	Literacy rate.
PRIMARY	Enrollment rates at Primary level.
SECONDARY	Enrollment rates at Secondary level.
COLLEGE	Enrollment rates at College level.
SEX LIT	Female to male literacy ratio.
SEX ENRL	Female to male Primary and Secondary enrollment ratio
WATHSE	Water Connection inside the House (% unit of dwelling units).
ELHSE	Electric Connection inside the House (% unit of dwelling units).
DOCTOR	Doctor per 10,000 population.
PUCCA	% of pucca dwelling units.

The powerful association between literacy and level of Development which has been observed in other studies is also highlighted by these results. The correlation between LITERATE and WFS is as high as 0.833. Other indicators which are highly correlated with composite indicator are housing, transport and sexual equality indicators. The level of provision of basic municipal services like water and electricity to households in a district has perhaps the highest correlation with the overall level of development of the district with correlation coefficients as high as 0.933 and 0.883, respectively. These two indicators could act perhaps as the best proxies of the level of development. The high degree of association of sexual equality with the level of development demonstrates clearly the basic changes that are likely to occur in the status of women during the process of development.¹

Razia Abbas and Zulkaif observe that in the Integrated Functional Literacy (IFL) Centres, most of the learners come from families with annual incomes of Rs.10,000 or more. With an increase in the level of income the participation increases.²

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- 1 Pasha and Hassan, "Development Ranking of Districts of Pakistan" in Ijaz Nabi, e.d., The quality of life in Pakistan: Studies in Socia. Sector Economics, Lahore Vanguard Books NO.1986. p.72 &
 - 2 Razia Abbas and zulkaif, "Impact of Literacy Instruction for Females on their Attitude Towards the Education of their children", Allama Iqbal Open University, Dec., 1987. p.49.

ATTITUDE OF THE RURAL POPULATION TOWARDS FEMALE EDUCATION

A study conducted by I.N. Hassan in rural Pakistan that only 1.5% of the subjects felt that the present system of education has nothing wrong with it.¹ The overwhelming feeling was that education improves opportunities. It does not make students better individuals. Girls education is not in keeping with their culture and lifestyle. Women stop working in the fields after they have acquired education. Female education possess a grave threat to the agricultural system.

The Curriculum for female education in the rural areas should contain practical knowledge for improvement in farm and field practices, so as not to disorient the rural female from her environment. Her continued involvement with agricultural practices will create a sympathetic attitude in the mind of the males towards female education.

The same study shows that the rural female sector is consistently more positive towards female education than their male counterparts. They disagreed with the men on statements which suggested that the educated women become more assertive, independent or disrespectful towards their family members.

The women felt that it will be quite acceptable to them if their daughters take up jobs after getting education. It will also be equally acceptable to them if women earn money through such traditional money making activities in which they do not necessarily leave the house. The women supported this view but not very strongly.

One very important finding of this study is that if the total population is divided on the basis of occupations, the provincial differences disappear. The landlords of Sind, Baluchistan, Punjab and NWFP resume each other and the mazraes (tenant farmers) of one province resemble those of another.

This finding directs us to the possibility of improved educational planning if socio-economic stratification of total rural community is taken as a basic premise.

Out of the seven sub-groups indentified, the small landholder, tenants, daily labourers and the service groups seem to be more inclined to change, whereas the big landlord, the artisan and the business subgroups are least concerned about this problem.

The landless peasant, the tenant, the small landholders and the service groups, because of their relatively positive attitude towards female education should be focussed upon by the policy makers for educational planning.

If poverty level is defined as an annual income of less than Rs.1200/- per year, then as many as 55% of the rural poor in some areas are below the poverty line.²

Through special credit schemes the daily labourers can be included in the Government's antipoverty programmes. This would relieve their children partially from their economic responsibilities and they could attend school consistently:

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1. I.N. Hassan "Attitude of Rural Population towards Female Education" National Institute of Psychology, pp.182-183.
 2. Aly Alp Ercelawn, "Poverty in Rural Pakistan: a study of villages" in Ejaz Nabi, e.d. The Quality of life in Pakistan" Studies in Social Sector Economics, Lahore: Vanguard Books Ltd., 1986. p.131

THE STATUS OF RURAL WOMEN

The role and status of women are not isolated social phenomena, and women's struggles do not take place in a vacuum. Both are determined, enhanced or impeded, by the social, political and economic development of a people's history. In Pakistan the attitude towards women as inferior beings is visible from the birth of a girl which is generally greeted with guilt or despair on the part of the mother, shame or anger on the part of the father.¹

I.N. Hassan's study² regarding the rural female provides useful data on minor girls. The maximum time spent by girls aged 6-9 years is on looking after their younger siblings. This is followed by time spent on other activities such as study of work in the field.

A suggestion is that if a young girl has to look after her siblings then through the school curriculum she should be taught how to do it properly.

9-12 year olds spend maximum time in household work: house-cleaning, washing clothes. This is followed by helping in economic activities, sewing and embroidery. Girls belonging to service group have least amount of work to do, followed by landlord's daughters.

Studies reveal that cultural and socio-logical factors emphasize passivity in girls. Girls at best verbalize their aspirations; their aspirations do not take the form of behaviour. They are constrained by cultural expectation of their role whereas boys are not. A good daughter is one who does not let her mother work.

In I.N. Hassan's study the girls of age group 9-12 were vague about their aspirations for schooling; 70% did not know how much they would like to study. This is discouraging because the desire to achieve is a prerequisite for actual achievement. "The rural female is sucked into the grind of rural economy very early in life with relatively clear demarcation of her responsibilities and goes through her life cycle without having the time or the ability to see how she can improve her lot."³

Defining women in terms of reproduction, young girls are under constant surveillance and marriage is arranged as early as possible. Young girls look forward to marriage because they have no other dreams open to them and because all spinsters carry a stigma. Young girls are often told (erroneously) that they shall have greater freedom after marriage. The worst marriages are endured for fear of society's ostracization and a woman's own helplessness.

Rural Women, whose numerical strength makes them the majority, work on average, from sunrise to sunset of which, time devoted to childcare is less than 2 hours. Not only does a rural woman assume all responsibility for food, cleanliness and the general welfare of the family, but she has to collect fuel and fodder, make and repair her primitive mud stove, repair the mud walls of her home, and look after any domestic animal her family may own. She transports food to and from the fields for her menfolk and participates in the agricultural cycle of whatever crop is being grown. The level of her participation in agriculture, depends on the tasks required and on her family's financial position.

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1. Khawar Mumtaz and Fareeda Shaheed, *Women of Pakistan* P.I. Vanguard Publication. p.24.
 2. I.N. Hassan, "Attitude of Rural Population towards Female Education" *National Institute of Psychology* pp 182-183.
 3. I.N. Hussan, "Attitude of Rural Population Towards Female Education" *National Institute of Psychology* pp 182-183.

Various empirical studies estimate that between 70 to 80 percent of the rural female population works in what are recognized as economically productive tasks.¹ This participation in agricultural activities has not given women a share in decision making. They are never acknowledged as anything more than agricultural "helpers". Women in rural households constitute a source of unpaid family labour which only the better off peasants can afford to replace with paid and usually male labour.

Women's participation in the rural labour force has been largely ignored by both the public in general and by official and policy planners in particular.

Considered a less valuable person has led to the generally poor health of females are compared to males. A Pakistani girl will eat less than her brother. As a woman her health will continue to suffer and deteriorate because of the large number of pregnancies in quick succession, compounded by long periods of lactation.

The phenomenon of large families is in itself linked with the position accorded women in society since there is no such thing as old age pensions for the vast majority of the population and no social security at all, a son is the only security a couple has, to guard against old age when neither is capable of earning. Given prevailing norms, having large numbers of children is a logical not a sentimental choice. Where diseases are rampant and health facilities few, couples will have a large number of children to ensure that a minimum number reach adulthood, and of that number at least one shall be a male.

As a result Pakistani women are severely anaemic. By the time they are 30, they are old women. Given the pressures they live under, they are more prone to hysterical trances than men. They are more gullible and superstitious. When they have access to neither knowledge nor power, they can only turn to the supernatural for help.²

The rural female is depressed. Depression is inverted aggression.³ The symptoms are lethargy, passivity, lack of initiative. This is what she passes on to her offspring, more so to the female child who remains more in contact with her throughout her premarital years, than the male child.

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1. Simin Khan and Faiz Bilquis "Environment, attitudes and activities of Rural Women: a case study of a village in Punjab" in *Pakistan Development* Vol.xii, No.3, 1976.
 2. Shaheed.
 3. I.N. Hassan in an interview with the author.

FORMAL EDUCATION

Literacy:

Government of Pakistan claims that the national literacy rate is 26.2%. Some circles suggest it has gone down to 24%. UNESCO puts the figure down to 20.7%. In urban areas it is 47.4%. In rural areas it is 17.3%

There may be many factors responsible for the low level of literacy. Foremost among these may be the fact that there is no common universal language spoken countrywide. A more important reason may be that to remove illiteracy the value of learning must be a widely shared social value. The foremost factor for our concern is that this indicates the failure of the education system.

LITERACY RATIOS OF POPULATION BY SEX, REGION URBAN/RURAL AREAS, 1981 CENSUS

	TOTAL	URBAN	RURAL
PAKISTAN			
Both Sexes	26.2	47.1	17.3
Male	35.1	55.3	26.1
Female	16.0	37.3	07.3
PUNJAB			
Both Sexes	27.4	46.7	20.0
Male	36.8	55.2	29.6
Female	16.8	36.7	09.4
SIND			
Both Sexes	31.5	50.8	15.6
Male	39.7	57.8	24.5
Female	21.6	42.2	05.2
N.W.F.P.			
Both Sexes	16.7	35.8	13.2
Male	25.9	47.0	22.7
Female	6.5	21.9	03.8
BALUCHISTAN			
Both Sexes	10.3	32.2	06.2
Male	15.2	42.4	09.8
Female	4.3	18.5	01.8

Primary Schools :

Year	Pop.in 5-9 age group (000's)	F	School Pop. (000's)	% Pop. Enrol.	F (000's)	% Enrol.
1980-81	13485	6482	5473.6	40.60	1782.3	27.20
1985-86	15708	7551	7735.0	49.24	2468.0	32.68

Based on 3.1% annual increase from 1981 census.

Source: Population census organization, Ministry of Education.

Less than half of the primary school age population attends school. This is an average, since the percentage enrolled for the first year is higher than that for the fifth year. Less than one third of females attend school. Enrolment has increased by 8% since 1980. For females it has increased by 5%. The situation has improved only slightly.

Year	Enrolment Primary stage (I.U)		No.of Primary schools		No.of Primary Schools	
	Total	(000 No.) F	Total	F	Total	F
1980-81	5,474	1782	59168	18595	150.0	48.7
1985-86	7,735	2468	86142	24091	199.7	64.4

E: Estimated.

Source: Federal Bureau of Statistics, University Grants Commission, Ministry of Education

The number of primary schools between 1980-81 and 1985-86 grew by 46% including a 30% increase in female schools. For the most of part these schools have one room each. 30,000 more schools were built during this period. These must be viewed skeptically in the light of the fact that there are many phantom schools, i.e. they exist only on paper.

While universal primary education has been a goal for 30 years and enrollments have been increasing, the percentage of students completing primary school has been falling. (*The highest rate of attrition is during the first two years. More than 50% dropout by class-V among the females).

**No.of Students at Primary Stage by Grade (I-V)
during 1980-81 to 1984-85.**

Class		1980-81	1981-82	1982-83	1983-84	1984-85
I	Total	1986,192				
	Female	684,647				
II	Total		1,219,055			
	Female		392,708			
III	Total			1,064,710		
	Female			326,864		
IV	Total				994,585	
	Female				294,691	
V	Total					906,594
	Female					264,178

Source: Central Bureau of Education.

Only about 30% of those who enroll in primary education reach their matriculation examination. Of those who take the test, the pass rate has been falling. In 1983, 58.2% passed, in 1985 only 50.3% passed. Of the approximately 44000 villages in the country 16000 have girls schools. Boys schools exist in 70% of the villages, this means that in most cases girls have no opportunity for formal education. In villages without schools education is practically non-existent, and illiteracy may approach 100%.

Government statisticians list about 99800 primary schools. 6000 schools are in the rural areas, most of which are in bad shape or in borrowed facilities. Some village teachers have 30-40 students spread over 5 classes. In contrast certain schools in the urban areas have overcrowded classes which stretch from 60-80 students and compel schools to introduce double shift.

Secondary Schools :

Year	Pop.in 10-14 age group 000s	F 000s	Sch. Pop. 000s	% Pop. enrol.	F	% Female enrol.
1980-81	11083	5029	1920.9	17.3	488.5	9.7
1985-86	12911	5859	2571.0	19.9	645.0	11.0

Base on : 3.1% increase from 1981 census.

Source: Population census Organization, Ministry of Education.

Considerably less than half of the primary school population pass on the secondary level. Since 1980-81 the ratio of secondary school age children to enrolment has increased about 9%. This has been greater among male students, female enrolment has increased a little more than four percent.

Even this nominal expansion has not been matched by school construction or additional teachers. In 1977-78 there were 255.7 students per school, while in 1985-86 there were 300.6. In 1977-78 there were 26.73 students per teacher, while in 1985-86 there were 30.59. Of those enrolled in class VI in 1982-83, almost 25% dropped out by class VIII.

From 1981 to 86, enrolment increased by about 34% in class IX and X. The number of schools increased by 38% and the number of teachers by 39%. The dropout rate at this level is less than half that at the middle level.

	Enrolment				No. of Schools				No of Teachers			
	Middle School 000s		High Schools 000		Middle Schools 000		High Schools 000		Middle Schools 000		High Schools 000	
	Total	F	Total	F	Total	F	Total	F	Total	F	Total	F
1977-78	1304	317	506	123	5100	1359	3239	880	48.8	14.2	60.6	18.5
1985-86	1891	465	680	180	6290	1891	4809	1385	61.8	20.3	91.6	28.1

Source : Federal Bureau of statistics 2. Ministry of Education.
3 University Grants Commission.

POST SECONDARY EDUCATION

This category combines secondary vocational and technical professional colleges. These institutions provide training to technicians and specialists who fill jobs in government, industry and education. Only about 5% of the population in the relevant age group receive education at this level out of this only one third pass their degree level exams. The pass rate for general exams is 37.4% in 1983, 33.4% in 1985. In technical and agricultural fields 76% passed in 1983 and 79.13% in 1985.

In the past six years the percentage increase in enrolment has been less than 1% for women. Approximately females attend post secondary education institutions.

TABLE

Year	Secondary Vocational (000's)		Arts & Science College (000's)		Professional College (Number)		Secondary Vocational institutions		Arts & Science College		Professional Colleges	
	Total	F	Total	F	Total	F	Total	F	Total	F	Total	F
1980-81	40	7	270	87	49077	9777	231	88	433	119	100	8
1985-86 (E)	59	9	397	124	45000	7409	293	105	470	158	100	8

	Secondary vocational Institutions		No. of Teachers Arts and Science College		Professional Colleges	
	Total	F	Total	F	Total	F
1980-81	3171	711	12384	3544	3681	398
1985-86 (E)	4190	861	14,210	4508	3798	420

This is despite the fact that the number of arts and science colleges has increased by 1826, the number for women by 464. The number of secondary vocational institutions has increased by 117 of which 22 are for women.

Physical Facilities :

Over crowded classrooms, overworked teachers, double shifts, inadequate teaching materials. Ill equipped laboratories and workshops, poorly staffed schools, absence of libraries, lack of proper facilities for toilets, playground and drinking water are some of the usual sights in schools in Pakistan.

A survey of girls primary schools in rural areas showed that only 27% building had been provided by government and adequate furniture existed in 18% schools. 91% schools had no arrangement for drinking water and toilets were non existent every where.

95% were one or two teacher schools. Black-boards existed in some schools but 77% had no systematic arrangement for chalk and duster. 18% possessed teaching kits. 7% prepared teaching materials themselves.

Class Room Management

85% of the teachers admitted that they were unable to manage multiple teaching effectively. They were unable 78% felt that they could not make any readjustment in the time table. 52% were unable to introduce innovation in instructional methods.

Professional Background of Teachers :

88% teachers said they possessed preservice training. This is not representative of the problem of untrained teachers that exist in very large numbers in the Punjab especially. 24% were trained through distance learning by Allama Iqbal Open University.

TEACHER TRAINING

Generally those who enter the teaching profession are the ones who have been refused entry into more attractive professions. No person can be a good teacher without a sense of vocation. Whenever a profession is permitted to become a refuge for misfits its standard and morality deteriorates. Entry into the teaching profession is not based on merit. This has created a number of difficulties and is defenceless.

Teacher Education :

Allocations made for teacher education, in the various 5 years plans can be studied in Annex-II. Some of the critical aspects of relevant for discussion are presented here.

Programmes for teacher training vary greatly in Pakistan. Brief refresher courses for experienced teachers have become widespread. Such courses usually last less than a year and sometimes only a few weeks. They may try to teach the teachers new technical or vocational skills or they may attempt to refresh the teacher's knowledge of basic subjects.

Traditional degree programme put both fresh graduates and experienced teachers through atleast one years training that results in a formal degree and imparts the basic skills of the profession.

The highest degree is Master of Education; below it comes the Bachelors in Education; then falls the C.T program; the least trained qualification for the primary teacher is PTC which is possessed by the bulk of primary school teachers. Master of Education requires a two year program of study.

TEACHER TRAINING INSTITUTES

	Total	Females
Punjab	35	11
Sind	21	07
NWFP	14	06
Baluchistan	08	02
AJK	08	04
Pakistan	86	30

Geography Of Teacher Training :

All these training institutes are situated at district capitals.

Despite the relatively easy entry into teacher training colleges and the numbers of those qualifying from teacher training colleges, availability of the rural teacher and especially the rural female teachers is a problem.

On the other hand in a survey conducted in Karachi, showed that over half the sample of recently trained Karachi teachers were unemployed and looking for work. However, only 31% said that they would consider a rural job.¹

1 Reducing the number of teachers trained in large cities in favour of expanded rural training facilities.

Khtgard, Khalil et al. "The Economics of teacher Training" in Ijaz Nabi. p.279.

In view of the heavy subsidy of teacher training and the apparent waste of such a large pool of unemployed urban teachers who were unwilling to take rural jobs, policy makers might consider:

1. Raising tuitions to cover at-least the recruiting cost
2. An agreement by all entering teachers to take a rural job upon graduation for a specified number of years.

In the absence of a radical change in the job market conditions, the present teacher training policies are ill serving teachers, students and tax payers

A Sifarish Based Job Market :

The teacher job market works on the basis of sifarish (connections) rather than qualifications.

In the same study, evidence from statistical analysis showed that :

No dimension of the teacher's merit were significant predictors of which one gets a job. There was no evidence that receiving a better B.Ed. division or having 1st Division in B.A. or F.A., specializing in Science or English has any significant impact on employability.

No aspects of a teacher's performance in teacher training school were correlated significantly with salary of length of job search, other thing remaining equal.

Officially teachers are hired according to their speciality: the opening at hand; their academic record; proof of excellent achievement.

In practice however none mattered. Interviews in government and teacher training institutes voiced the observation that in Karachi in the previous year every teacher hired had been accepted on the basis of recommendations from a political or official figure.

Remedies for such problems are difficult to devise since the difficulty is by no means unique to this labour market. A systematized, publicly accessible register of openings and candidates is a step worthy of detailed study.

The present practice of exempting some teachers from serving in the rural areas because they have influence in administration or enjoy political connections is most demoralizing for their less fortunate colleagues. It is this unequal treatment among other things which results in resistance to rural postings and low moral of teachers who feel relegated to a secondary status if they remain in the rural areas for long.

Another important aspect of a rural posting is the selection of the area according to the background of the teacher. Does she possess adequate cultural understanding of the region. Can she speak the language. How would the people accept her.

An anecdote would suitably emphasize the problem. It is the instance of a female primary school teacher in Marwat, District Bannu whose full time occupation is cooking in the house of the local Khan. In return for this "rearrangement of her work content and schedule" she has retained her title and is familiarly known as "Ustad".

Staff in Teacher Training Colleges :

In the provinces there is no separate directorate for teacher education. This is an immediate requirement to ensure that the accumulating problems of teacher training may not become in-surmountable.

As a common practice the teachers of training colleges are selected from the school cadre on seniority basis. A few years before retirement, if they are found unfit for general administration they are sent to teacher training colleges as subject specialists. Their knowledge of teaching is archaic. No specific effort is made to expose them to new trends and methods of teaching through seminars, workshops etc.

Curriculum of Teacher Training Colleges :

The curriculum of teacher training for elementary colleges contains a specific requirement for field based training.

Only some elementary colleges have practising schools attached to them. Others look for arrangements in the open market and are faced with complications. Mainly, the heads of schools have no incentive to accommodate them, causing disruptions in their system.

In the field the attitude of the supervisor and the student teacher is reported to become relax and non serious.

Supervision of field training must be monitored by the head of the training college through a senior supervisor who reports regularly on field activities of the trainees. This person could have a lumpsum agreement with the organization to cover his conveyance expenses.

Training Through Distance Learning :

Allama Iqbal Open University has been providing pre-service and inservice training through distance learning for a number of years. Right now it has a project to provide in-service training to 15,000 female teachers, mostly in the rural areas. There are allegations to the effect that trainees who are required to produce written assignments either copy out complete texts to obtain high scores or where mental exercise is required get the work done by a more competent friend. Therefore whereas the grades acquired may be high but their competence of the graduating candidate is questionable.

The tutors are required to be present at the regional headquarter to meet the students four times during a semester. The students are required to meet only twice with the tutors during one semester, primarily for a clarification of concepts.

A suggestion is that students should meet two more times in a semester. The syllabus could be divided into two parts. The first and third meeting could be devoted to clarification of concepts. The second and fourth for the conduct of a written exam. The evaluation of this exam could be matched with the performance in the assignments which would speak for the authenticity of student's performance quite eloquently.

Training Through Mobile Teams :

To improve the availability of local teachers in the rural areas, a mobile team comprising members of nearest training institute can survey the middle school female pupils of an area. Through interviews find out with those who express a desire for teaching, and with their family members the trainers can make an arrangement with their consent in the nearest middle or high

school for a group as small as eight to ten female pupils. It would be advisable to make their education completely free and also provide transport facilities with the understanding that upon graduating as primary school teachers they would serve their own village for at least 2 years.

Matric Education Project for Females :

Sponsored by the Netherland Government through a bilateral agreement with Women's Division, this is a project of the Allama Iqbal Open University. The initial proposal envisaged distance learning with science for farm management and domestic application. Graduates of this program were to eventually emerge as primary school teachers as well as business women, besides being better housewives.

The new project was to be initiated in areas of the Punjab which have a high population of girls who have been educated upto class VIII and feel a need to continue.

The new project is based Attock and its surrounding area. It is suggested that the project must not forego its basic condition of localising training in areas of high female population educated upto class VIII who are desirous of continuing education and are professionally oriented. Similarly the science component of the curriculum must not be compromised.

As it is science education for girls is particularly rare in the system. Farm management, as we have earlier established would help popularise female education and soften community attitudes towards the education and employment of women. It would further help women to enhance their economic activities by providing extra income.

If we are keen to improve the status of women we should orient them to skills with greater economic returns than the traditional knitting and embroidery. The latter skills bring a nominal income for very demanding and fastidious labour and are primarily a project making venture for the middle man.

Inservice Training :

Most of the teachers in schools have not received any inservice training. The situation is so grave that a policy decision had to be taken on the subject. It was as follows :

"Strengthening of the primary education extension centres and inservice training centres in the province so as to enable them to provide atleast one inservice training facility to every teacher during every five years".¹

A symbolic example of the situation is narrated here. During an in-service training programme in 1980 in a district of NWFP. Of the 52 females teaching mathematics in secondary schools, 4 had studied the subject beyond F.Sc. The other who had post-graduate degrees in other subjects were found below the required standard in their knowledge of contents of the syllabus.

When making a policy the policy makers do not take into account available resources. An example would illustrate this. We have approximately 200,000 primary school teachers. If each is to receive inservice training once in 5 years, then every year 40,000 teachers should be trained. Every month 3,333 teachers should receive training. If one workshop can accommodate a maximum of 50 trainees, then every month there should be 66 workshops all over the country. Each workshop runs for a period of two to three weeks, so these training programmes should be more or less simultaneous.

1. National Education Policy and Implementation Programme. G.O.P. Ministry of Education, p.75.

The actual practise is that inservice training is provided during the summer vacations and about 3-4 inservice programmes are the maximum that any training college has in a year.

If you look at the cost aspect, then local teachers with low travelling allowances. Need to be supported for two to three weeks. The minimum cost of one such workshop is Rs.50,000 which implies Rs.1000 per teacher. So training primary teachers per year through inservice programmes works out to Rs.400,000,000.

We need to do several things to avoid such unrealistic tampering with figures. This is mainly in the area of supervision of teachers. The subject will be dealt within the next chapter. What can be proposed here however is that all organizations responsible for inservice training of any-one level of teachers need to coordinate their plans. The Bureaux of Curriculum, the Institutes of Education and Research and the training colleges, on a district level could select representatives. In a common forum these representatives should work out a yearly plan of what training activities they can contribute to undertake in view of various constraints.

In view of the deteriorating standards of education the governments need to review its budgetary allocation for education which is insufficient by any standards.

To improve whatever training is being given under the present system requires that trainees be evaluated through-out the training programme to improve their participation level and a final evaluation should ensure that the orientation has been effective.

Mobile Workshops :

The workshop on production of audiovisual aids by teachers and students which is carried out the far flung areas of the country by the Central Bureau of Education is worth mentioning here. This task has been combined with some other unrelated duties whcih paralyses this particular team to reach a maximum number of teachers in remote areas who have no possibility of in-service training in the near future.

A suggestion is that mobile workshop be upgraded, promoted and multiplied to become a regular institution of inservice training.

SUPERVISION

The Teacher And The Supervisor :

The main role of supervision in primary school management is to improve instruction. When interviewed, no supervisor expressed "improved instruction" as his/her primary obligation. All of them said they were involved in activities such as scrutinizing registers, inspecting furniture, observing orderliness of the school premises, ensuring whether teachers were giving and correcting homework. None reported sitting through a lesson and discussing teaching learning situations with the teacher.

Supervisors must receive inservice training in pedagogical methods and revised curricula. Improved supervision comes not by adding sheer numbers to the supervisory force but by ensuring that supervisors are equipped to access and modify teacher performance in class. The teacher and the supervisor must team up for producing a better quality of classroom learning.

In the relatively older system Assistant Education Officers (AEOs) are the supervisory cadre who attend to teacher's problems and are expected to improve instruction. In some areas interviews with teachers revealed that female AEOs do not visit the field regularly. When a rare visit is made it is not concerned with classroom activities.

Given the type of information the AEOs seek most teachers spend more time on administrative requirements than on teaching itself.

AEOs generally scrutinize registers. So the teachers spend considerable time and energy maintaining detailed inventories.

AEOs inspect cleanliness standards including personal hygiene of students. Some mothers disagree with the standard of cleanliness imposed by the teachers. Their argument: a school which provides poor matting or no matting and expects the girls to sweep the vicinity should not expect neat dress, clean hair and nails every day. This would be too costly to maintain.

Seeking relief from an environment with overcrowded, unventilated, badly lit classrooms, no arrangement for drinking water, low quality of instruction and the pressure of domestic tasks, half the girls drop-out by the third year. Teachers demoralized by this same environment, with relatively little support from administration, resort to taking turns in coming to school. Teacher absenteeism passes unnoticed for months at a time where the AEOs are reluctant to visit. Their a common justification for teacher absenteeism: the rural teachers draw lesser emoluments than their urban counterparts.

In view of the overcrowding, teachers report being relieved when girls decide to dropout. They are not at all tempted to make inquiries into the reasons for each individual dropout. As it is their contacts with the community are limited or non existent. Most of them come from other areas and have no inclination to increase their responsibilities by allowing community participation in school.

A study reveals that 63% of teachers who were not from the community where they were employed were trying for transfers to places nearer home. Such teachers themselves admit that their local colleagues have greater commitment to work and go to extra lengths to help the pupils. This situation reemphasizes an established fact that more local teachers should be made available as a deliberate policy option. Local teachers spring from the community, speak the language, understand the culture, and above all share the priorities of the communities they serve.

AEOs must also belong to the area they supervise. This would bring the teacher and the supervisors closer together. Geographical bonds are known to make for stronger links in the system.

Teachers look at AEOs not as comrades but as inspectors who must be satisfied. Class distinctions which permeate the system are also reflected in the alienation of the teacher from the supervisor. Teachers protest that AEOs are condescending and callous in their attitude towards them.

AEOs have pivotal role in strengthening the academic culture of schools. For outstanding performance they must receive recognition : a certificate of merit or some monetary gains. Passing unacknowledged brings down even the highest of morales.

The Teacher And The Learning Coordinator :

A programme of providing additional supervision through a new group of field staff known as "learning coordinators" is in the implementation phase. These supervisors are direct recruits possessing certificates or they are primary school teachers with atleast 5 years of service behind them. This concept has made possible a successful break through for the primary school teachers who can now look forward to upward mobility in an otherwise dead end structure. The learning coordinators have a range of 10-20 schools to supervise (unlike the AEOs who have 40-50 schools) and report to project directorates through standard proforma at the end of each visit about the conditions of each school.

The scheme, however, has its practical difficulties. One of these may be the mounting pile of proforma which remains unscrutinised. A proposed solution is to decentralize educational management. Effective financial powers may be given to head of schools in order to implement unique solutions pertinent to their problems speedily. The ability to solve their own problems may encourage teachers to stay on in rural schools.

Community participation may be gainfully employed in solving some difficulties. In the case of female resource person who could help solve school problems like provision of drinking water on the construction of a pit latrines with local materials, discussion with parents about improving school attendance, introduction of a preferable economic skill with the use of locally available raw material and a host of learning activities to make school learning effective and popular. Such a resource person could generate local funds to improve the school facilities. It seems important to add here that in an economy such as ours, the Government alone cannot be expected to provide universal primary education. Even providing a girls school in each of the 44000 village is uphill task for which no realistic planning has as yet begun.

Supervision Of Mosque And Mohallah Schools:

Mosque and Mohallah Schools are a commendable breakthrough in the promotion of female education. At present there are 25,000 mosque schools and 4,000 mohallah schools. Policy planners should concentrate on the creation of a greater number of such facilities.

The supervision of these schools should be properly organized. The Directorates of education must fully take them into their fold. In view of their numbers, separate supervisory services would be needed for which more learning coordinators can be employed under a Director mosque and mohallah schools within the Directorate.

Mosque schools must be upgraded to become full fledged primary schools by adding extra rooms to the premises.

Merit not SIF ARISH should be the basis of recruitment within the bonds of regional, local need for school teachers. This change of policy may ease the administration of its present preoccupations to a large extent. Several recommendations for improving service conditions of females rural teachers are as under:

- i) To discourage the trend of pressuring administration for immediate transfers, every posting should be for a period of say, two years. The decision, however, may be preceded by verification of the appropriateness of such a transfer by confirming the practical convenience of the person to be transferred.
- ii) Rural teachers should receive a graded hardship allowance as an incentive to compensate for the challenge of a more difficult task.
- iii) Service structure for female teachers should be relaxed. Female teachers may be allowed to continue service after a break of several years. Continuity can be ensured by taking into account the initial years of experience to calculate pay after rejoining.
- iv) It is reported that heads of schools bring their infants to school to be looked after by the pupils. This can be avoided if an extra allowance is paid to ensure proper care of the infant upto 3 years. The supervisor may like to vouch for the authenticity of the case.
- v) Travelling allowance should be paid to the teachers in keeping with their transport expenses. This can be calculated by the supervisor and added to the teacher's salary.

INDUCTION OF FEMALES IN ADMINISTRATION

The District Education Officer (DEO) has a concentration of power over all aspects of education in the district. He is responsible for primary, middle and secondary school administration. He controls, supervision of schools, transferred teachers, minor discipline problems of employees upto grade 16, building maintenance, accommodation and litigation.

A DEO must have technical service such as accounting and legal advice provided to him to reduce his preoccupation with such matters.

Given the long list of activities DEOs find themselves over-whelmingly involved in maintenance and administration. Qualitative issues such as quality of learning, training of teachers, low retention in schools, promotion of female education, become secondary concerns.

There is a need to institute a post of Director Female Schools. This office should be retained for a female incumbent who is likely to be more sensitive to the problems of female education.

A study by Dr. Feroza Yasmin reveals that in the Department of Education, Punjab, 62 out of 70 Administrative posts are held by men and only 8 by women. This is not due to the lack of availability of eligible females. Women at best are given subordinate posts. Even with suitable qualifications they almost never reach top management.

Most of the research done on female education is by women. Males have written little on the subject. Their contribution are few and relatively superficial. This trend reinforces the idea that women should be inducted in planning for women education. Similarly training colleges should employ women instructors. Learning Coordinators for female schools should be women as well, and all this as a matter of policy.

SEX ROLE IMAGES IN TEXT-BOOKS

The chapter discusses the level and nature of participation of females in the preparation of textbooks and proposed reading material of Punjab textbook Board for class I-X. It also reviews an analysis of sex role images in these textbooks. The guiding thought is that the aspiration and achievements of boys and girls studying these books are likely to be moulded by the roles attributed to the male and female characters in the books.

Of the 412 characters in the 81 textbooks and proposed reading material, 81% were male. Assuming that all text-books as well as supplementary reading material published by the Punjab Text-book Board is likely to reflect Government policy, the following analysis was made:

Of the 105 textbooks 78% were written by male authors, compared with 6% by females. Of the 6% by female authors, 4 were on Home Economics and two on social studies. This may imply that household has been stereotyped as a female occupation and by writing books on Home Economics women have been provided the opportunity to portray the traditional role models.

The greatest number of characters depicted was that of adults. However females were in relatively greater proportion as children, very few as young adults (reflective of the socio cultural norm which restricts movement of young adult females) and an increased number as old women.

Social class is one of the strongest variables that provides a socio cultural milieu for the development of an individual's personality. There is plenty of evidence to support the fact that socialization practices vary by social class, resulting in class differentiated individual values, aspirations and achievements.

In this study it was discovered that half the characters of the books belonged to upper class, 1/3 to middle class and the rest to lower classes. As for the representation of women, 9% females were found from the upper class. The greatest proportion of females was drawn from the lower classes.

Another dimension of the study was occupational role of characters. Occupational roles in text-books and supplementary reading material provide the status models of characters engaged in various work situations. This may influence the aspiration and achievement levels of young students who identify themselves with the male or female characters. In this study it was found that male characters were portrayed in a greater variety of occupations. Gradewise comparisons show that at the primary levels of schooling female characters were conspicuously absent from a good number of occupations especially the prestigious ones. Less than one tenth of the characters portrayed as leaders were women. In a patriarchal society it may be believed that a female does not have the potential for leadership.

In terms of activities, the females were portrayed mostly as cooking, cleaning or child rearing. The economic occupation of a majority among the women was domestic help or farm labour.

Out of this content, the female students may not find any innovative ideas with regard to socio-cultural attributes associated with them.

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1. Mohammad Anwar: Sex Role Images in Text-books, Department of Sociology, University of the Punjab, P. 174.

The need of the hour is to portray a more positive, well defined and balanced image of a woman suggesting her capacity to undertake her due share of struggle for improving the socio-economic conditions of the society at large. Examples of such female roles abound. All we need is a sympathetic eye and pen.

Images By Rural And Urban Background :

A big proportion of the characters representing urban areas is suggestive of the fact that the authors want to project an urban style of life as preference over rural life style.

With each higher level of education the proportion of urban characters in the books increased. In contrast the proportion of females among the urban characters declined. Majority of the characters portrayed in each one of the types of books studied represented urban society with a limited number of female characters.

From these findings it may be inferred that the reading material under study presented an urban way of life as a model for adoption with few role models for females. Urdu books were found to be more discriminating against females than English books.

A proposal here is that Textbook Boards should review their policies regarding presentation of sex, class and occupational images in books. Young minds should be given the opportunity to channelize their aspirations towards building their lives and improving community life under the rigours of the every day reality of the majority of the population.

Prejudice against the capacity of females to participate in socio-economic activities at par with males must be shed and a more realistic role assigned to females in every occupation. This will help young girls to visualize themselves in useful occupations in their adult life.

Similarly trends are evident in some adult literacy material portrayal of women in adult literacy curriculum reviewed by, the Women's Division. To change the attitude of the rural population towards the female education and occupations it would be worth-while to include the needed and permissible female roles in the curriculum with deliberate emphasis.

Portrayal of women in urdu novels: Young literate females too need a drastic change of attitudes if they are to be brought into the main stream of economic life. It would be relevant in this context to look to the kind of leisure time reading material available to them.

The majority of young women normally read urdu novels which are thought to be harmless material. It would be worth while to quote Seema Pervaiz's analysis of popular urdu novels.

"Our novels try to reinforce the passive role of women and discourage active manipulation of the situation for transforming their lives".

The leading women figure is not responsible for the events which are happening. It is always somebody else who decided for her at critical moments. It may be her father, brother, husband or boyfriend. She even tries to change circumstances according to their wishes.

Almost all popular novels project in image of a women who is economically non productive. As a rare case if a woman does a job, it will always be supported by some justification such as a broken-home, loss of husband or someother mishap.

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1. Seema Pervaiz "Images of Women in Urdu Novels appealing to women" in-critical Issues concerning women in Education Women's Division, G.O.P. P.181.

NON-FORMAL SUPPORT TO PROMOTE FEMALE EDUCATION

Non formal education is a system of providing information skills and attitude which are required to meet the demands of modernization through approaches other than the formal education system. Agencies responsible for non-formal education can be broadly divided into :

1. Government organizations.
2. Non Government Organizations, Welfare and service agencies.

Creating a facility brings about an environmental change which affects the attitude and practice of the community. Lets take the example of a girls school established near a village. We are well past the initial expectation that real demand can be accelerated or near accurately estimated in anticipation. There is no guarantee that a female population of school going age would use this facility fully. Many a school lies vacant while the expected clientele continue about their illiterate lives as if the facility did not exist.

It is an established fact that creation of a female school must be supported by a strong non-formal system to become fully effective.

The Integrated Functional literacy (IFL) programme of Allama Iqbal Open University may be mentioned here. It establishes that teaching the parents adds to their awareness of the importance of their children's formal education. "The environment of the illiterate adult does not impress upon him the need for literacy and individual growth."²

The focus of the IFL study was to find the impact of literacy instruction of the female learners on their attitudes towards the education of their children. Mostly the women who took admission in IFL centres made efforts for the education of their children. 52% respondents felt more deeply about the education of their children after taking admission in the centre. 42% realized that girls must be educated.

There is a drastic need for change in the outlook of the people concerning the benefits of education in general and female education in particular. There is a considerable wastage of resources on pockets of population in isolation. A unified plan needs to be prepared for systematic non-formal education of different socio-economic and regional groups through the coordinated efforts of Institutions such as Allama Iqbal Open University, Literacy and Mass Education Commission, Woman's Division and other relevant governmental and non-governmental organisations.

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1. Razia Abbas, Zulkaf Ahmad "Impact of Literacy Instruction for Female on their attitudes towards the Education of their children" sponsored by UNESCO Headquarters, Paris December, 1987.
 2. Difficulties in implementation of female literacy programmes, world conference on Illiteracy and Society. Rome 1962.

SUMMARY OF RECOMMENDATIONS

Policy planners need to analyze their own trends and practices in retrospect before they make projections for the future. For one can best learn by fully understanding one's past mistakes.

Some immediate measure that can set the pace for implementation of an effective system for rural female education may require the following premises:

- I
 - (i) 50 of the annual educational budget should be allocated to female education.
 - (ii) 40% of educational expenditure should be for primary education.
 - (iii) 4% of GNP should be spent on education. Spatial planning should be the criterion for developing and expanding education facilities.

- II. As for ensuring the selection of appropriate candidates for teacher training the following measures may be helpful.
 - (i) Teacher training Institutes should be geographically planned depending on the requirement of a locality for male or female teachers.
 - (ii) Selection of candidates for teacher training should be on the basis of the need of the area they serve in.

- III. Merit not sifarish should be the basis of recruitment within the bonds of regional/local need for school teachers. This change of policy may ease the administration of its present preoccupations to a large extent. Several recommendations for improving service conditions of female rural teachers are as :
 - (i) To discourage the trend of pressurizing administration for immediate transfers, every posting should be for a period of say, two years. The decision, however, may be preceded by verification of the appropriateness of such a transfer by confirming the practical convenience of the person to be transferred.
 - (ii) Rural teachers should receive a graded hardship allowance as an incentive to compensate for the challenge of a more difficult task.
 - (iii) Service structure for female teachers should be relaxed. Female teachers may be allowed to continue service after a break of several years. Continuity can be ensured by taking into account the initial years of experience to calculate pay after rejoining.
 - iv) It is reported that heads of schools bring their infants to school to be looked after by the pupils. This can be avoided if an extra allowance is paid to ensure proper care of the infant upto 3 years. The supervisor may like to vouch for the authenticity of the case.
 - v) Travelling allowance should be paid to the teachers in keeping with their transport expenses. This can be calculated by the supervisor and added to the teacher's salary.

IV. Some administrative change that may ease the implementation of the program may be as follows:

- i) The Educational system should be decentralized with greater financial powers for the head of a rural school.
- ii) A post for Director (Female schools) may be created in each Directorate of Education. The incumbent should be a highly qualified females.
- iii) More equal representation be given to women at all levels of education administration including top management. Work in the Directorates should be allocated on the basis of scientifically conceived job descriptions.
- iv) Work distribution in the Directorates should be redistributed for a greater balance between administrative and instructional improvement.
- v) Supervisory system should be streamlined. Top management must give 5% of their own time to follow a planned schedule of supervision. The best supervisors must be motivated by acknowledging their leadership qualities. They should be systematically required to share their experiences through publications and seminars with their colleagues. Supervision of mosque and mohallah schools must be organized, with special reference to their problems.
- vi) Mosque and Mohallah Schools should be specially improved for offering greater and longer facilities for female education.
- (vii) In view of the limited budget seminars and workshops must only be conducted if they are in conformity with targets of educational goals. The output of workshops must be evaluated to establish their effectiveness.

- V. (i) Curriculum should be balanced in terms of sex, class and occupational role models. It should include activities which rural students, especially females may find useful for changing their passive attitude toward social and economic participation in the community.
- (ii) Economically remunerating activities for females should be instituted from primary school onwards.

VI. To provide more female rural teachers it is important to improve the economic lot of more than 50% of the rural poor who have a favourable attitude towards female education. This can be done by serious attempts at redistribution of income in the rural areas. It has been established that socio-economic development brings in its wake greater demand for female education.

CONCLUSION

Educational planners themselves realize the constraints imposed by inadequate funding.

"The share of education at 7% of the total allocation is not adequate and will not enable much needed structural changes to be implemented. There are two options: either the private sector should be made responsible or much larger participation or some innovative methods be used to finance education outside the plans; for example selected levies which would be used for education only".

Yet Iqra surcharge which is one such levy is being partly diverted to other non-educational uses.

"Pakistan has consistently ranked last in expenditures on female education"¹ (see annex-II)

All males and females have an equal right to education but males have a more equal right to education than females.

The target of making available more female rural teachers is a hope that can bring a democratic life style and equality of opportunity to every home in Pakistan. To make this task a reality, as men and women we need to take stock of both our attitudinal and intellectual resources. It's a socio-logical challenge that needs not only craftsmanship but the sincere, humble and sustained efforts of educationists, as well as specialists and workers from all other walks of life as well.

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ANNEXURES

PHYSICAL PROGRESS IN EDUCATION FIRST PLAN TO SIXTH PLAN

	First Plan (1955-60)	Second Plan (1960-65)	Third Plan (1965-70)	Non-Plan Period (1970-78)	Fifth Plan (1978-83)	Sixth Plan (1983-88)
A. Primary Education						
No of Primary/Mosque School in the last year of Plan (000)	17900	32589	40600	55502	73782	99980
Primary/Mosque schools opened (000).	2442	18000	5000	15212	18106	26198
Primary School improved (000)	-	1600	7750	19060	10682	-
Enrolment in Class 1-V in the last year of the Plan period.(000)	1950	3100	3820	5455	6754	8360
	1600	2400	2800	3766	4608	5960
	350	700	1020	1689	2126	3400
Additional enrolment classes 1-V by the end of Plan period (000).	0.285	1250	720	1655	1299	2606
Participation is rate in the last year of the Plan.	28	28	40	54	48	63%
	42	44	60	73	63	80%
	9	11	19	33	32	48%
B. Secondary Education						
No. of middle schools in the last year of the Plan (000).	1974	2701	3560	5379	6402	7741
No.of High Schools in the last year of the Plan (000).	1069	1622	1995	3537	4221	5855
Enrolment in last year of the Plan (000).						
I. (a) Class VI-VII	388	624	906	1358	1713	2471
	334	496	732	1030	1254	1771
	54	128	174	328	459	700
II. (b) Class IX-X	149	222	341	534	683	785
	127	176	275	407	500	572
	23	46	66	128	183	213
III. (c) Class VI-X.	537	848	1274	1892	2396	3256
	460	672	1007	1437	1761	2343
	77	174	240	455	635	913
Additional enrolment.						
(i) Class VI-VIII	90	236	282	452	355	758
(ii) Class IX-X.	40	73	119	193	149	102
(iii) Class VI-X.	130	309	401	645	504	860
Participation rate VI-VIII,	13	14	19	24	23	30
	22	23	30	34	32.4	40.8
	4	6	8	12	13.4	18.1
Participation rate IX-X	18	8	12	15	16	17.0
	13	13	18	22	21	23.3
	2	3	5	8	9	9.8

List of Teacher Training Institutions (PTC/CT) in the Punjab.**A) FOR MEN**

1. Govt: Elementary Teachers Training College, Kasur.
2. Govt: Elementary Teachers Training College, Ghakhar.
3. Govt: Elementary Teachers Training College, Lalamusa.
4. Govt: Elementary Teachers Training College, Gujrat.
5. Govt: Elementary Teachers Training College, Narowal.
6. Govt: Elementary Teachers Training College, Pasrur.
7. Govt: Elementary Teachers Training College, Banus Road, Multan.
8. Govt: Elementary Teachers Training College, Banghil Road, Multan.
9. Govt: Elementary Teachers Training College, Sahiwal.
10. Govt: Elementary Teachers Training College, Bhawalpur.
11. Govt: Elementary Teachers Training College, Khanpur.
12. Govt: Elementary Teachers Training College, Chistian.
13. Govt: Elementary Teachers Training College, Rahim Yar Khan.
14. Govt: Elementary Teachers Training College, Jhelum.
15. Govt: Elementary Teachers Training College, Pindora, Rawalpindi
16. Govt: Elementary Teachers Training College, Faislabad.
17. Govt: Elementary Teachers Training College, Kamalia.
18. Govt: Elementary Teachers Training College, Chuiniot.
19. Govt: Elementary Teachers Training College, Shahpur Sadar.
20. Govt: Elementary Teachers Training College, Mianwali.
21. Govt: Elementary Teachers Training College, Bhakkar.
22. Govt: Elementary Teachers Training College, D.G. Khan.
23. Govt: Elementary Teachers Training College, Kot Adu Garh.
24. Govt: Elementary Teachers Training College, Muzaffargarh.

B) FOR WOMEN

1. Govt: Elementary Teachers Training College, Lahore.
2. Govt: Elementary Teachers Training College, Sheikhpura.
3. Govt: Elementary Teachers Training College, Lalamusa.
4. Govt: Elementary Teachers Training College, Multan.
5. Govt: Elementary Teachers Training College, Bhawalpur.
6. Govt: Elementary Teachers Training College, Rahim Yar Khan.
7. Govt: Elementary Teachers Training College, Islamabad.
8. Govt: Elementary Teachers Training College, Camprellpur.
9. Govt: Elementary Teachers Training College, Kamalia.
10. Govt: Elementary Teachers Training College, Jauharabad.
11. Govt: Elementary Teachers Training College, D.G. Khan.

NOTE :-

Inservice Training is also imparted at the Elementary Teachers Training Institution located at :-

- i) Kot Lakhpat Lahore.
- ii) Multan.
- iii) Bahawalpur
- iv) Sargodha and
- v) Pindora, Rawalpindi.

LIST OF TEACHERS TRAINING INSTITUTIONS PTC/CT IN SIND**A) FOR MEN**

1. Govt: Elementary College of Education, Karachi.
2. Govt: Elementary College of Education, Mirpur Bathoro.
3. Govt: Elementary College of Education, Hyderabad, Sind.
4. Govt: Elementary College of Education, Mirpur Khas.
5. Govt: Elementary College of Education, Sanghar.
6. Govt: Elementary College of Education, Dadu.
7. Govt: Elementary College of Education, Larkana.
8. Govt: Elementary College of Education, Mithiani.
9. Govt: Elementary College of Education, Khaiprur.
10. Govt: Elementary College of Education, Sukkur.
11. Govt: Elementary College of Education, Kandi Kot.
12. Govt: National Agro: Tech: Teachers Training Centre, Latifabad No.11, Hyderabad.
13. Govt: Normal Drawing Teachers Training Centre, Hyderabad.
14. Govt: Teachers Training School, Mirpur Bathoro (Thatta).

B) FOR WOMEN

1. Govt: Elementary College of Education, Hussainabad, Karachi.
2. Govt: Elementary College of Education, Hyderabad.
3. Govt: Elementary College of Education, Moro.
4. Govt: Elementary College of Education, Larkana.
5. Govt: Elementary College of Education, Sukkur.
6. Govt: Elementary College of Education, Shakarpur.
7. Govt: Elementary College of Education, Khairpur.

LIST OF PTC/CT INSTITUTIONS IN N.W.F.P**A) FOR MEN**

1. Government Elementary College (Men) Peshawar.
2. Government Elementary College (Men) Mantara (Peshawar)
3. Government Elementary College (Men) Ghoriwala, Bannu.
4. Government Elementary College (Men) D.I. Khan.
5. Government Elementary College (Men) Kohat.
6. Government Elementary College (Men) Thana, Malakand Agency.
7. Government Elementary College (Men) Barikot, Swat.
8. Government Elementary College (Men) Haripur.
9. Government Elementary College (Women) Dahghari Gate, Peshawar
10. Government Elementary College (Women) Charsada Road, Peshawar.
11. Government Elementary College (Women) Dargai Malakand, Agency.
12. Government Elementary College (Women) Kohat.
13. Government Elementary College (Women) D.I. Khan.
14. Government Elementary College (Women) Khawasa Khala Swat.

LIST OF TEACHER TRAINING INSTITUTIONS PTC/CT IN BALUCHISTAN

1. Govt: College of Elementary Education, Quetta.
2. Govt: College of Elementary Education, Mastung.
3. Govt: College of Elementary Education, Kalat.
4. Govt: College of Elementary Education, Uthal
5. Govt: College of Elementary Education, Panjgoor.
6. Govt: College of Elementary Education for Girls at Pishin.
7. Govt: College of Elementary Education for Quetta.
8. Govt: Agro: Tech: Teachers Training Centre, Quetta.

A.J.K.**FOR MEN**

1. College for Elementary Teachers, Muzaffarabad
2. College for Elementary Teachers, Rawalakot.
3. College for Elementary Teachers, Mirpur.
4. College for Elementary Teachers, Kotli.

FOR WOMEN

5. College for Elementary Teachers, Muzaffarabad.
6. College for Elementary Teachers, Rawalakot.
7. College for Elementary Teachers, Mirpur.
8. College for Elementary Teachers, Kotli.

ANNEXURE - III

**STATISTICS ON NUMBER OF INSTITUTIONS, ENROLEMNT, TEACHERS ETC.
AT PRIMARY, MIDDLE, HIGH, COLLEGE AND UNIVERSITY LEVELS**

	1983-84		1984-85		1985-86	
	Total	Female	Total	Female	Total	Female
NUMBER OF INSTITUTIONS						
Primary	72758	(20876)	82550	(23237)	86142	(24091)
Middle	5984	(1765)	6132	(1817)	6290	(1891)
High	4439	(1640)	4920	(1434)	5102	(1490)
College	469	(150)	477	(152)	485	(158)
Professional Colleges ..	99	(8)	99	(8)	99	(8)
Universities ..	20	(-)	20	(-)	22	(-)
ENROLMENT (000)						
Primary	6860	(2173)	7389	(2359)	7735	(2468)
Middle	1730	(424)	1805	(446)	1891	(465)
High	659	(154)	712	(185)	739	(189)
Colleges	355	(111)	373	(117)	397	(124)
Professional Colleges ..	57.13	(9.69)	53.56	(9.53)	56	(9.86)
Universities ..	49	(7.6)	53.6	(8.2)	56.6	(3.7)
TEACHERS (000)						
Primary	177.3	(57.1)	191.6	(61.5)	199.7	(64.4)
Middle	57.3	(18.7)	60.2	(19.3)	61.8	(20.3)
High	82.1	(24.9)	92.5	(27.7)	95.8	(29.0)
College	13.13	(4.14)	13.95	(4.32)	14.21	(4.51)
Professional Colleges ..	3.73	(0.40)	3.74	(0.40)	3.8	(0.42)
Universities ..	4.36	(0.51)	4.57	(0.53)	4.73	(0.55)

Source: Central Bureau of Education.

GOVERNMENT EXPENDITURE (DEVELOPMENT) ON EDUCATION
DURING FIRST - SIXTH PLAN

(Rs. in Million)

Sub-Sector	First Plan (1955-60)		Second Plan (1960-65)		Third Plan (1965-70)		Non-Plan Period (1970-78)		Fifth Plan (1978-83)		Sixth Plan (1983-88)	
	Alloca- tion	Expr.	Alloca- tion	Expr.	Alloca- tion	Expr.	Alloca- tion	Expr.	Alloca- tion	Expr.	Alloca- tion	Expr.
EDUCATION DIVISION:												
Primary Education	51.400	21.200	78.000	18.800	68.510	24.740	473.950	443.760	3094.700	1413.100	3176.000	2068.702
Secondary Education	68.100	44.000	96.400	95.300	294.180	124.500	502.520	541.550	3257.000	1090.100	3154.000	2190.251
Teacher Education	23.300	4.900	17.400	17.500	36.010	15.050	109.900	114.010	380.000	290.300	240.000	131.837
Technical Education	27.800	8.250	61.700	78.600	258.700	97.000	-	283.978	766.800	-	1074.000	677.169
College Education	31.800	29.500	17.000	68.300	64.040	64.160	314.810	374.020	767.536	536.600	1197.000	771.531
University Education	48.500	36.500	47.500	58.900	91.950	59.690	334.050	398.780	725.000	687.000	1170.000	978.960
Scholarships	2.600	1.000	18.700	49.000	91.000	76.850	257.740	289.870	430.000	349.600	691.000	472.390
Miscellaneous	79.230	60.860	215.000	140.890	441.890	215.620	1005.190	1240.660	2089.000	1276.800	2677.380	3812.777
Including other Divisions etc.												
Sub-Total (i)	332.730	206.210	551.700	527.590	1346.300	677.610	2998.140	3886.628	11464.800	5643.500	13779.380	11103.654
Recurring Expendi- diture (ii).	-	436.300	-	1135.900	-	1794.400	-	10146.300	-	17724.700	-	33226.800
Total : (i) & (ii)	-	642.510	-	1663.490	-	2472.010	-	16150.768	-	23367.900	-	44330.364
G.N.P.	-	72.680	-	106.932	-	178.317	-	780.949	-	1372.513	-	2169.200
Percent.	-	0.88	-	1.55	-	1.38	-	2.06	-	1.70	-	2.04

FINANCIAL OUTLAYS

		Rs. in million	
Sub-Sector with activities	No.	Unit cost	Total cost
Primary Education			
1. Opening new mosque schools.	10,000	0.025	250
2. Opening of new rural schools.	12,000	0.265	3180
3. Opening of new double section urban schools.	3,000	1.000	3000
4. Provision of furniture and equipment in new mosque schools.	10,000	0.005	50
5. Provision of furniture and equipment in double section Urban schools.	1,000	0.040	40
6. Re-construction of buildings of existing dilapidated Schools shelterless schools.	8,000	0.200	1600
7. Addition of Class rooms in existing schools.	20,000	0.100	2000
8. Supplementing furniture in existing primary schools.	15,000	0.015	225
9. Provision of textbooks and Library books in primary schools.	50,000	0.001	50
10. Provision of sports material in primary schools.	80,000	0.0005	40
11. Miscellaneous component of World Bank aided projects.	-	-	1500
12. Miscellaneous programmes.	-	-	565
12500			
Secondary Education		No.	Unit cost
1. Upgradation of primary schools 8874 (5374 for Boys and 3500 for girls.	8874	0.500	4437
2. Consolidation and improvement of middle schools.	1500	0.100	150
3. Provision of Library books in Middle schools.	4000	0.020	80
4. Provision of furniture and equipment in Middle schools.	1500	0.100	150
5. Introduction of vocational component in Middle schools.	6000	0.200	1200
6. Introduction of vocational component in High schools.	2000	0.300	600
7. Upgradation Middle to High schools (3140 for boys and girls)	4600	0.600	2760
8. Establishment of new high schools 120 for boys and 80 for girls.	200	2.500	500
9. Additional class room in middle/High schools.	3000	0.100	300
10. Improvement of teaching service.			

Middle Schools

(a) Construction of new Science labs. (500 Sqft per Lab.) for Middle schools.	2000	0.100	200
(b) Provision of Science equipment in existing schools.	4000	0.015	60
(c) Inservice training of Science teachers	7000	0.001	77
(d) Establishment of Technical Middle schools	50	0.20	10

High Schools

(a) Construction of new Science Labs. (600 Sqft per Lab.	2000	0.120	240
(b) Provision of Science Equipment in Existing schools.	2000	0.100	200
(c) Inservice Science Teacher Training	8000	0.0015	12
(d) Residential schools.	2	75	150
11. Consolidation and improvement of existing High schools.	500	0.200	100
12. Provision of library books in High Schools	2000	0.025	50
13. Provision of furniture and equipment to High schools.	1000	0.100	100
14. Establishment of Model Schools at Districts.	40	5.000	200
15. Miscellaneous.	-	-	154

11730

6th Plan
Allocationproposed
7th Plan
Allocation

Primary Education	7000	12500
Secondary Education	4125	11730
Teacher Education	305	500
Technical Education	1315	1500
College Education	1300	1600
Scholarship	660	1500
Gurriculum & Text-books	-	60
Literacy and Mass Education	750	2500
University Education	2100	3300
Miscellaneous Programmes	1275	1600
Other Divisions		1000

Grand Total

37790

Flow of Expenditure

Throw-forward from Sixth Plan.	19000
New commitments	18790
	37790
Disbursement during 7th Plan.	28000
Carried forward.	9790

DEVELOPMENT AND RECURRING BUDGET OF EDUCATION DURING SIXTH PLAN
(1983-87)

(Rs. in Million)

Sub-Sector	1983-84		1984-85		1985-86		1986-87	
	Development	Recurring	Development	Recurring	Development	Recurring	Development	Recurring
(i) Primary Education.	316.235	2395.532	365.552	2786.265	453.475	3777.607	940.510	4112.816
(ii) Secondary Education.	363.104	1312.770	434.263	1806.610	625.066	2140.064	750.741	2375.247
(iii) Technical Education.	123.755	109.472	159.659	131.984	202.411	159.698	199.862	198.942
(iv) College Education.	146.666	648.721	178.513	779.650	212.294	925.163	218.956	1051.417
(v) University Education.	212.382	469.332	280.340	547.499	234.185	590.451	346.000	838.947
(vi) Teacher Education.	18.010		27.259		42.595		37.956	
(vii) Scholarships.	79.743		94.248		144.424		159.975	
(viii) Literacy.	5.555		6.153		67.385		295.000	
(ix) Text books & Libraries.	17.252	984.534	32.318	1166.945	37.121	1311.949	20.176	2595.233
(x) Miscellaneous.	85.778		84.455		60.232		63.175	
(xi) Other Divisions.	298.231		266.064		239.665		313.502	
(xii) S.D.P. (60% share).	-		-		1546.699		898.600	
(xiii) Special Education.	15.690		25.429		39.269		45.550	
Total Exp. (i).	1683.700		1954.753		9919.731		4190.002	
Recurring Exp. (ii).	5920.361		7218.953		8904.932		11182.602	
Total (i) & (ii).	7604.061		9173.706		12924.605		15372.604	

STRATEGIC CHANGES

6. The significance of the Sixth Plan Period, however, goes beyond these development schemes and lies essentially in certain strategic changes introduced during this period. These changes include the following :-

- (a) Increased political commitment to education, reflected in the policy pronouncements by the political leadership and the funding decisions by the allocating agencies. The educational expenditure has gone up from Rs. 4.755 billion in 1982-83 to Rs. 15.368 billion in 1986-87; an increase of 167% within four years. As a proportion of national income educational outlays in the public sector have gone up from 1.56% to 2.46% at current factor cost.
During this period, Iqra Fund was constituted by levying 5% surcharge on all imports. The expected yield is in the region of Rs. 5 billion.
The increase in the provincial recurring expenditures on education is now being financed as development grant by the Federal Government. This increment amounts to Rs. 6.7 billion in 1987-88 over the bench mark of 1982-83.
- (b) Another significant change is that foreign assistance is now considered an additionality to the normal A.D.P. (Annual Development Programme) of the Provinces. This constitutes a large bonus to the Provinces and would stimulate formulation of new projects for foreign assistance.
- (c) Prime Minister's Programme for Rural Education which is likely to cost Rs. 11.6 billion by June, 1990, (Rs. 3.041 billion recurring and Rs. 8.553 billion development) has been launched. This is the largest ever programme undertaken for expansion and improvement of educational facilities in the rural areas. A key component is the increase in facilities for female education. Eighty percent of the new primary schools under this programme will be for girls (i.e. 16614). This would be in addition to 20316 mosque schools which have mixed enrolment. Another feature of this programme is the opening of 22,000 Nai Roshani Schools, the largest venture for non-formal primary education in Pakistan's history. The annual output from this system is estimated to be 550,000.
- (d) Fairly large projects for primary education and science education where started with the assistance of the World Bank and Asian Bank. The World Bank Projects aims at improvement of 34,000 Primary Schools. The Science Education Project aided by Asian Bank aims at inservice training of 14,000 Science teachers at Secondary level, in addition to the provision of laboratories and furniture to 935 schools. An Institute for the Promotion of Science Education and Training along with four regional Science Education Centres would be established under this Project. Laboratory equipment worth Rs. 161 million for Quaid-i-Azam University, Rs. 148 million for H.E.J. Institute of Chemistry and Rs. 150

million for Mehran Engineering University has been provided under the Japanese grants to provide research support to these institutions.

- (e) Finally the concept of spatial planning was introduced in education for the first time to ensure equity of access and to redress regional and rural/urban imbalances. The planning process under this concept stipulates that every settlement/village should have a mosque/primary school, every Union Council has atleast two Model Schools (one for boys and one for girls); every Union Council should have a middle school for girls and a high school for boys. The same concept is likely to be applied to the vocational institutes. This would be of great value in ensuring equitable access to education for the rural areas.

The institutional base has also been strengthened during this period. National Academy of Higher Education (Training of University Teachers) and the Academy of Educational Planning and Management became operational. An English Language Institute has been established while the College of Technician Education (N.T.T.T.C.) is likely to be operational before the Seventh Plan is launched.